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# **GENDER ASSESSMENT**

## **USAID/GUATEMALA**

**April 2009**

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## **DISCLAIMER**

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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**Virginia Lambert**

## ACRONYMS

ADS	Automated Directives System
AGAI	Guatemalan Association of Mayors and Indigenous Authorities
AGIL	Apoyo a la Generación de Ingresos Locales
AIDS	Acquired Immunodeficiency Syndrome
ANACAFE	National Coffee Association
ANAM	National Association of Municipalities
APROFAM	Asociación Pro Bienestar de la Familia de Guatemala
ASMUGOM	Association of Women in Municipal Government
AO	Assistance Objective (replaces the term “Strategic Objective”)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COCODES	Community Development Councils
COMUDES	Municipal Development Councils
CSO	Civil society organization
CTO	Cognitive Technical Officer
DEMI	Defensoría de la Mujer Indígena
FENOCOAC	Federación Nacional de Cooperativas de Ahorro y Crédito
FFP	Food for Peace program
GBV	Gender-based violence
GDA	Global Development Alliance
HIV	Human Immunodeficiency Virus
HPI	Health Policy Initiative
IARNA	Instituto de Agricultura, Recursos Naturales y Ambiente
INE	National Institute of Statistics
INSTRAW	United Nations Institute for the Advancement of Women
IOM	International Organization for Migration
LAC	Latin America and Caribbean
MOLOJ	Asociación Política de Mujeres Mayas
MSME	Micro, Small, and Medium Enterprises
MYAP	Multi-year assistance program
NGO	Non-governmental organization
OSAR	Reproductive Health Observatory
PSP	Private Sector Program (Health)
RENAP	Registro Nacional de Personas
RfA	Requests for Assistance
RfP	Requests for Proposals
<i>SEPREM</i>	Secretaría Presidencial de la Mujer
SOW	Scope of Work
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USG	United States Government

## **EXECUTIVE SUMMARY**

As a part of the Mission's transition into a new strategy period, USAID/Guatemala requested assistance in the analysis of the ways in which gender relations may affect and be affected by USAID programs, and recommendations for taking account of gender relations as a factor in current and new development activities. The assessment provides a baseline analysis from which to build a dynamic response to gender issues, which will be monitored and revised throughout the strategy period.

Two gender-related issues have generated headlines recently from Guatemala, in the international press, high rates of femicide (murder of a woman because she is a woman) and of maternal mortality. These statistics of death have created outcries for action. USAID programs have responded to these crises, but in reality these issues are the manifestation of a much more pervasive pattern of gender inequality in the society which affects and is affected by all USAID development programs. The assessment shows that gender considerations are important across all USAID assistance areas, with cross-cutting implications.

The assessment identified four underlying and cross-cutting themes in the gender analysis of USAID programs:

- Access to justice is an issue for all citizens but particularly in situations of gender-based violence and violence against women. The impunity with which these cases have been treated has led to broad barriers for women in many aspects of their lives, based on distrust and lack of security.
- A second theme that cuts across sectors is a focus on gender issues related to adolescents and youth. Young people are implicated in gang violence and undocumented migration, but at the same time, through improved access to education and communication, they are more prepared for change than their elders. Analysis and actions should focus on the roles of both young women and men, and most importantly, on the relationship between them.
- Third, barriers to participation in decision-making in the household and in the community are a fundamental aspect of gender inequality for women. Political, as well as economic empowerment, through new opportunities to take part in the community and in economic production, and access to tools for effective participation are important paths to more equitable gender relationships.
- Finally, in Guatemala, the gender analysis and activities that emanate from it must necessarily deal with the intersection between gender and ethno-cultural identity, and the commonality and differences among women and their relationships with men in a multi-cultural society.

### **Governing Justly and Democratically**

Democracy is the foundation of the U.S. Government (USG) foreign assistance program in Guatemala and of the USAID development strategy. Major reforms in access to justice through the Rule of Law program have contributed to significant and measurable changes in women's approach to the justice system and in the resolution of cases. The Decentralization and Local Governance program's support for the Association of Women Mayors, as well as, direct efforts to increase the effective participation of women in local development councils

illustrate the value of specific activities directed to gender equity in programming. The recommendations for this Assistance Objective (AO) area are concerned with extending the reforms and activities geographically and coupling these reforms with an information and outreach effort to inform women of their rights, services available, and opportunities to participate.

Gender has not been a central concern in the Transparency and Anti-corruption program. Analysis of the extensive database generated by the program could provide useful information about the extent of gender differences and whether gender considerations are important for the design of new undertakings in this arena. Likewise, a review of the gender-related aspects of the relatively small-scale programs in Youth-at-Risk and Community Policing would be valuable input for new programs drawing on the lessons of these initial programs.

## **Economic Growth**

The program in the Economic Growth Assistance Objective area is an ambitious effort to reach small- and medium-scale producers in rural Guatemala, primarily in agriculture but also in handicrafts, community tourism, and community forestry in order to provide them with the skills and knowledge to successfully enter mainstream economic markets. In spite of the requirement in the project agreements to take account of gender-related factor and to record sex disaggregated information on project activities and outcomes, women have been secondary participants in most of these projects. Little attention has been given to identifying or mitigating gender-specific barriers to participation. Various factors have contributed to the imbalance in these activities including traditional and cultural factors, and the division of labor in production in rural areas and in the household. The time-span of the projects themselves (three to five years) and the necessity of working with producer groups that already have achieved a certain level of sophistication also tend to exclude very poor farmers and many women's groups. Also, the economic model and analyses underlying the program design do not take account of gender factors. With the out-migration of young men from many rural communities, women are increasingly responsible for household income as well as maintenance. The neglect of attention to constraints women face in productive activities may limit the effectiveness of these programs.

The recommendations for this sector call on the Mission to make a clear statement of the importance given to gender integration in the programs and to provide support, guidance, and training to assist the partner organizations in investing in efforts to draw more women into the program and provide opportunities for economic empowerment. Further, there is a general dearth of accurate data on the economic activities of rural women and the division of labor in agriculture. Including questions related to factors such as household composition, sources of income and productive activities of men and women in the household, as project baseline information, collaboration with the National Network of Women Farmers, other NGOs, donors, or government units, and support to the National Statistics Institute (*INE*) to generate sex-disaggregated economic statistics are recommended avenues for gathering information needed for gender integration in program design and implementation.

## **Investing in People**

USAID has provided significant support to improve the delivery of health and education services in Guatemala for several decades, with clear measurable impacts in all standard

indicators. Yet, Guatemala continues to lag behind nearly every other country in the region, especially in rural, indigenous areas. Women and children are disproportionately affected by rural poverty and the weakness in the delivery of social services, reflecting both gender roles and relationships of power. USAID and its partners have recognized the importance of gender analysis and attention to gender dynamics for effective project design and results. However, especially in terms of reproductive health and delivery of health services, change in practices in remote rural areas lags behind the impressive improvements in health policy. The emphasis in policy has been on women's right and capacity to make independent decisions about reproductive health and accessing health services. The primary gender concern in delivery of services and education has been not only on ensuring women's access to these services but also on involving men so that they can support their wives and children in responding to health emergencies, and also have the knowledge to manage their own health and seek services when necessary.

The recommendations for the Investing in People Assistance Objective focus on three broad areas. One set of recommendations deals with the continuation of the trajectory of programs from the past particularly in terms of institutionalization and expansion of the gender integrated approach. A second concerns the importance of increasing attention to adolescents and youth, both men and women and particularly in rural areas, in the delivery of education and health services, through both traditional and non-traditional channels. The third set is concerned with the geographic expansion of service delivery and the importance of working with the local NGOs and community-level outreach personnel to provide them with tools to understand the gender dynamics in interactions in the community and the ways in which the power relationships between men and women may affect their work.

## **Guidance for a Gender Plan of Action**

The assessment concludes with a framework for creating a Gender Plan of Action to structure the Mission's actions during the strategy period to ensure that gender considerations are effectively integrated into the Mission portfolio and to respond to the recommendations in the assessment. The Gender Plan of Action will be used to set priorities and a timeframe for implementation. Actions to be included in the Gender Plan of Action might include staff training for gender integration in USAID programs, technical assistance in developing indicators or log frames, in-depth project level follow on assessments, development of reporting protocols, training for project managers on the USAID requirements for gender integration, initiation of contacts with other donors involved with gender programming and with key government agencies. The Guidance provides a framework but the Action Plan itself will be developed through a process of participation and negotiation within the Mission.



## I. INTRODUCTION

USAID/Guatemala is in the process of transition into the program defined by its new draft Strategic Plan for FY2010 through FY2014. Many of the current projects will conclude at the end of the next fiscal year, and new activities will be designed to respond to changing conditions in Guatemala and build on the accomplishments and lessons of the current programs. The Mission requested assistance in preparing a gender assessment of the Mission portfolio and in drafting a Gender Plan of Action as guidance for the integration of gender considerations into the new activity designs and procurements, as well as project implementation. The purpose of a gender assessment is to provide an overview of key gender issues and constraints, and to recommend how the Mission might address these issues in its programs.

The three priority goals in the new strategy provide the framework for the assessment: Governing Justly and Democratically; Economic Growth; and, Investing in People. USAID has a long history of cooperation with Guatemala, with strong institutional relationships and considerable collaboration within the donor community. USAID has articulated an explicit policy of gender integration and several partner organizations have adopted a clear gender focus in their activities. Recognizing the need to provide concrete Mission-level guidelines for acting on the gender integration policy, the Scope of Work (SOW) for the assessment seeks recommendations on how the Mission might address issues of gender in its programs, but does not call for a full or detailed program design and anticipates the necessity for further gender analyses.

Gender analysis and integration in USAID programs focus on two main areas of inquiry:

1. How will gender relations affect the achievement of the program results?
2. How will the program results affect the relative status of men and women?

Gender relations and relative status of women affect the definition of results and the implementation in each of the three main areas of the draft Mission strategy. On-going programs respond to gender issues to differing degrees. The task of this assessment is to identify these issues, discuss the extent and effectiveness of attention to these issues under current activities and make recommendations for future activities. While, for the purposes of the assessment, the three strategy topics are discussed separately, it is important to recognize the strong interrelationships among them. Gender is a cross-cutting variable and issues of power and political participation cannot be separated from economic empowerment and access to resources, or from access to quality education and health services.

This assessment was conducted by a team of two consultants: Virginia Lambert (Washington, D.C.) and Maria Eugenia Magali Quintana Saravia (Guatemala City, Guatemala), with considerable collaboration from Dora del Carmen Beckley del Cid (Guatemala City). Field work was completed over a two-week period in October 2008. Virginia Lambert had principal responsibility for preparation of the report.

This assessment report is intended as a starting point for an ongoing process to integrate gender into the Mission's program. Dramatic and sudden programming changes are neither required

nor encouraged. Rather, gender integration should be viewed and treated as a continuous process of education, awareness, analysis, and tailoring of activities over the life of the strategy.

The report first reviews the basic concept of and requirements for gender integration in USAID. That section is followed by a brief overview of gender relations, issues, and key institutions in Guatemala. The report then reviews projects under each of the priority objectives and provides recommendations for gender integration in each area. Finally, the report presents recommendations for a draft gender action plan for the Mission to support gender integration in the new strategy period.

The Scope of Work for this assessment is attached as Annex A to this report. The report and the team's recommendations are based on meetings with Mission staff members, and interviews with USAID/Guatemala implementing partners, government officials, donors, and NGOs (Annex B), as well as, a review of background materials and documents (Annex C).

## II. GENDER INTEGRATION IN USAID

In its Automated Directives System (ADS), USAID has set out specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The newly revised Series 200 on Programming Policy (revised 9/1/2008) includes clear guidance on the procedures for gender integration in project design, implementation, monitoring, and evaluation. As part of the implementation process, the directives also require that gender issues be addressed in procurement documents and evaluation criteria (ADS Series 300, Acquisition & Assistance).

The integration of gender considerations in development entails an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development: different but interdependent roles, and relations of power and access to resources between men and women.

**Gender** refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”<sup>1</sup>

From the point of view of development programming, gender integration is concerned with **the impact of these relationships on program results, and on the impact of the program on the relative status of men and women** (ADS 201.3.9.3). The point is to look for the implications of any program or policy for men and women, and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation, and monitoring.

Gender integration usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because

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<sup>1</sup> Development Assistance Committee, Guidelines for Gender Equality and Women's Empowerment in Development Cooperation. OECD: Paris (1998).

gender affects program results, but also to promote gender equality and empowerment of women.

**Gender integration** means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. ... Experience has shown that sustainable changes are not realized through activities focused on women alone.

**Gender analysis** refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. [An examination of gender differences and relations cannot be isolated from the broader social context.]

Differential access to and control over resources (land, labor, capital, produce, information, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.<sup>2</sup>

USAID focuses on gender considerations throughout the programming process and specifically with respect to the following steps:

- **Long Term Planning:** “USAID planning must take into account gender considerations. Gender analysis can help to guide long term planning and ensure desired results are achieved. ... Where appropriate, gender analysis should be applied to the range of technical issues that are considered in the development of AOs and activities.” (ADS 201.3.9.3)
- **Project and Activity Planning:** “All projects and activities must consider gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission’s long term plan or for activity design....the conclusion of any gender considerations should be documented in the Activity Approval Document. If the AO Team determines that gender is not a significant issue, this should be stated in the Activity Approval Document.” (ADS 201.3.11.6)
- **Performance Indicators:** “Performance management systems and evaluation at the AO and project or activity levels just include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the AO, project, or activity to be undertaken demonstrate that:
  - The activities or their anticipated results involve or affect women and men differently; and
  - If so, this difference would be an important factor in managing for sustainable program impact.” (ADS 203.3.4.3)
- **Issuance of Requests for Proposals (RfPs) and Requests for Assistance (RfAs):**  
The solicitation documents for both contracts and grants/cooperative agreements/APS

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<sup>2</sup> ADS Guide to Gender Integration and Analysis, Appendix I (Glossary of Key Concepts).

have similar requirements for inclusion of gender considerations in the document.

- “Incorporate into the Request For Proposal (RFP) the statement outlining gender issues or confirm that the Strategic Objective Team (SOT) completed the rationale for not specifying gender issues as part of the activity approval; AND
- Include in the RFP an appropriately weighted technical evaluation criterion addressing the gender considerations specified in the statement, if applicable.” (ADS 301.3.5.15)(For grants, see ADS 303.3.6.3)

The present report is a program-wide technical analysis and assessment intended as a basis to identify the dimensions and indicators of gender relations in each program area. It is not a stand-alone document. Gender integration requires gender analysis as a part of each sectoral assessment. This report constitutes only a baseline reference document highlighting major issues and considerations – a broad overview of the status of women in Guatemala. The analysis and recommendations can serve as an initial guide for the Mission to meet activity-level gender requirements, define indicators, and finalize a Gender Action Plan.

### **III. BACKGROUND ON GENDER AND THE RELATIVE STATUS OF WOMEN IN GUATEMALA**

Guatemala is characterized as a male-dominated or “*machista*” society, in both the *ladino* and indigenous populations. Decision-making, and political, social, and economic resources historically have been controlled by men. This control is reflected in lower levels of educational achievement and literacy for women, fewer women holding political offices, lower earnings for women in formal sector employment and less property ownership, and high levels of gender-based violence and maternal mortality. In spite of improvements over the past decade in some of these statistics, the evidence of continued inequality is clear. The inequality appears to be perpetuated by a vicious cycle whereby the marginalization of women contributes to low levels of education, poor health, and low earnings, which in turn generates dependency and feeds back into marginalization. Dependency results in low levels of self-esteem, lack of understanding of rights and resources, and reluctance or inability to act independently. The dependence is reinforced by high levels and general acceptance of violence against women. To break this cycle so that women as well as men benefit from economic growth and development programs, gender must be assessed as a cross-cutting factor in all programs and integrated into activities in all sectors.

#### **Demographic and Social Profile**

As a result of the years of civil conflict and the patterns of out-migration, women make up 51% of the population of Guatemala, and 52% of the rural population. Indigenous Mayan, Xinka, and Garifuna groups account for approximately 43% of the population. Guatemala is a country of contradictions, with the largest economy and city in Central America but also among the lowest indices of human development and one of the highest measures of inequality in Latin America. Fifty-one percent of the population lives in poverty, with a much higher proportion (71%) in rural areas. Sixty-eight percent (68%) of those who live in extreme poverty are ethnic minorities.<sup>3</sup> It is interesting to note that the familiar pattern of higher levels of poverty among households headed by women compared to households headed by men does not hold in Guatemala, at least in part because of remittances. Men are more likely than women to migrate to the United States and

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<sup>3</sup> Available online at <http://www.ine.gob.gt>

other international destinations, and women are the principal recipients of remittances. The flows of migrants and of remittances are focused more on rural than on urban areas.<sup>4</sup>

The starkest contradiction in Guatemala is the contrast between urban and rural areas in terms of most demographic, social, and economic indicators. Slightly more than half of the population (52%) resides in rural areas, but this includes 72% of those living in poverty.<sup>5</sup> Rural women are a particular focus of any gender analysis in Guatemala. In terms of indicators of health, education, poverty, access to social services and justice, as well as civic and political participation, rural women are the most disadvantaged segment of the population. At the same time, with out-migration of rural men and the lingering effects of the years of rural violence, women are a majority of the population and increasingly carry sole responsibility as heads of households, for income generation as well as care and maintenance of the family.

**Education:** For the country as a whole, boys and girls enter primary school at about the same rate. The net enrollment rate for primary school is 94%, and 49% of those enrolled are girls. In 2007, 80% of the boys completed primary school compared to 73% of the girls.<sup>6</sup> Access to secondary and tertiary schools is limited nationwide with clear contrasts between rural and urban areas. The gender and geographic gaps in schooling are apparent in the statistics on literacy.<sup>7</sup> Nationally, among men, 80% are literate, compared to 72% of women. In cities, the gap between men and women is small (89.5% for men and 86% for women) but in rural areas 70% of the men but only 57% of the women are literate. Illiteracy limits the options available to rural women in both formal sector employment and in the community. For rural indigenous women, the combined effects of low levels of education, residence, and ethnic and gender discrimination mean that nearly half of those employed (46%) are working in low wage unskilled positions compared to 38% of non-indigenous women.

**Language:** While indigenous languages are an essential component of ethnic identity, being monolingual and unable to communicate and read in Spanish is a barrier to civic and economic participation for many rural indigenous women. Approximately a third are monolingual in their local language, although this percentage varies by ethnic group and age.<sup>8</sup> The lack of Spanish language capability limits mobility as well as access to the labor market and to public services. The issues of language and illiteracy as barriers for rural women are declining statistically over time as access to schooling increases for the younger generations.

Young indigenous women with education are a potential resource in rural communities, both in assisting their families in interactions outside the community that require Spanish facility and education (e.g., in the market or in accessing services), and in articulating and representing the interests of their communities. Alternatively, an increasing number of relatively uneducated young women are migrating from the highlands to the cities and abroad to work as domestics or as sex workers, to escape the isolation and poverty of rural communities. Non-governmental (NGOs) and civil society (CSOs) organizations are focusing on this choice, and working with young women to build technical skills and self-confidence to overcome the isolation and dependency imposed by the culture. Another area of concern that deserves attention are the conditions confronted by young domestic and sex workers in the cities, who work in private with

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<sup>4</sup> INSTRAW/IOM, *Encuesta sobre Remesas en Guatemala 2007 con Perspectiva de Género*, 2008.

<sup>5</sup> See note 3 *supra*.

<sup>6</sup> Available online at <http://go.worldbank.org/YMPEGXASH0>

<sup>7</sup> Available online at

<http://www.ine.gob.gt/index.php/economia/41-economia/126-encuesta-nacional-de-condiciones-de-vida-encovi-2006>

<sup>8</sup> Available online at <http://go.worldbank.org/FGX6KMI6H0>

little interaction with outsiders and few advocates. Their isolation creates ideal circumstances for exploitation and abuse.

**Civil registration:** The lack of civil registration and identity papers is frequently cited as a barrier for indigenous women, primarily in rural areas. Although the number of women in this situation is unknown the *Defensoría de la Mujer Indígena (DEMI)* reported a big push prior to the election to assist women in resolving their legal status. Without this registration and identity women and their children are not eligible to receive public services or to participate in democratic processes. A variety of circumstances have contributed to this situation. Refugees may have abandoned or lost their documents in transit, and have no verification of citizenship upon their return. Documents may have been lost in accidents or natural disasters. Some may never have been registered – mothers without citizenship cannot register their children, especially if they are residing outside the country. Rural women are further impeded by barriers of language and literacy, distance, inexperience with state institutions and not understanding the process.<sup>9</sup> The extent to which the upcoming registration reform of RENAP (*Registro Nacional de Personas*) will offer a vehicle to resolve this issue is not clear.<sup>10</sup>

**Health:** The indicators for health are among the lowest in the Latin America and Caribbean (LAC) region. Infant and maternal mortality, malnutrition, reproductive health, and increasingly, HIV/AIDS are major areas of concern for men and women. The statistics clearly reflect differences in delivery and access to medical and health services by geographic region, linked to poverty, education, isolation, and cultural practices. The maternal mortality rate for 2005 was 122 deaths/100,000 live births; yet in the northern rural departments, the average rate was 175, and in Alta Verapaz, 266.<sup>11</sup> In urban areas, 72% of the births were attended by trained medical personnel compared to only 32% in rural areas. Eighteen percent (18%) of children under age five are malnourished, compared to an average of five percent (5%) for the LAC region as a whole, and the infant mortality rate of 36.6 deaths per thousand in Guatemala compares to 22.3 for LAC overall.<sup>12</sup> Current updates of this information should be available by June 2009 through the USAID-supported Demographic and Health Survey (DHS).

While most attention in health programs in Guatemala has been focused on maternal and child health, it is worth noting that the health system is intended to serve the needs of men as well as women, a subject sometimes neglected by international and government programs. Life expectancy at birth (2005) for men is 66.5 years and for women, 73.3 years.<sup>13</sup> Statistics show that men have much higher levels than women for risk factors for chronic conditions like cardiovascular disease and cancer, such as tobacco and alcohol use.<sup>14</sup> As the prevalence of these diseases increases in the country, it will be important to collect information on risk and prevalence disaggregated by sex. Men also are more likely than women to be affected by violence and accidents.<sup>15</sup> Anecdotal evidence also suggests that adolescent and adult men are less likely than women to seek medical services for themselves including preventative as well as treatment. A gender focus on the full spectrum of issues related to health and mortality necessarily must include these topics.

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<sup>9</sup> Rural men are less likely than women to remain without registration because of military obligations.

<sup>10</sup> The *Defensoría de la Mujer Indígena (DEMI)* has assisted women in registration and is a resource for additional information on this topic. This information comes from the assessment interview at the *DEMI*.

<sup>11</sup> *Séptimo Informe Periódico del estado de Guatemala en cumplimiento al artículo 18 de la Convención sobre la Eliminación de todas las Formas de Discriminación contra la Mujer (CEDAW)*, 2004-2007.

<sup>12</sup> See note 6 *supra*.

<sup>13</sup> *Ibid.*

<sup>14</sup> See World Health Organization Statistical Information System at <http://www.who.int/whosis/en>. In 2005, for example, tobacco consumption by men was more than six times as high as consumption by women. Sex disaggregated information on the prevalence of and deaths from chronic diseases are not readily available for Guatemala disaggregated by sex.

<sup>15</sup> *Ibid.*

**Labor Force and Employment:** Labor force participation rates for women in Guatemala are lower than elsewhere in LAC. In 2007, 35% of women (age 15-64) were employed or seeking work compared to 57% among women for LAC as a whole. By comparison, 85% of adult men are in labor force in Guatemala, which is congruent with the rest of the continent. These proportions have changed little since 2000, in spite of economic growth.<sup>16</sup> About a fourth of the women in the labor force are classified as “contributing family workers,” and only 39% work outside the agricultural sector.

Agriculture continues to be the major source of employment in the country. Women work in agriculture as unpaid family workers and as day laborers, and agricultural processing is almost entirely women’s domain. Women are also farmers, increasingly as heads of households due to the migration of men. As farmers, they face a number of gender-based barriers that restrict income potential including limited access to property ownership. This limitation in turn makes it more difficult to acquire credit. Biases against women’s participation as members in farmer’s groups or cooperatives, and particularly against their presence in decision-making positions within the organization, also restrict access to inputs, information, and markets. Most extension agents, government and private sector are men, and are likely to give more attention to men farmers. Women have formed women-only farmer groups for commercial agriculture, but with less experience and fewer resources they have found it difficult to achieve the same benefits as men’s groups. The *Red Nacional de Mujeres Agricultoras* (National Network of Women Farmers) is an advocacy and service organization for women’s farmer associations<sup>17</sup> and a potentially important source for additional information and contacts for increasing women’s involvement in agricultural programming.

The earnings of employed women in Guatemala are only 58% of the earnings of employed men, one of the largest gaps in Latin America. (In the United States, women’s earnings are about 76% of men’s earnings. These figures are based on full-time year round employment.) The gap exists across diverse types of economic activity, in urban as well as rural areas. For agricultural workers, the payment for a day of labor for women is 25 to 30% less than for men.<sup>18</sup>

**Political Participation and Representation:** Overall, women are under-represented at all levels of government in Guatemala, and fall below the LAC average (17%) for representation in the national legislature.<sup>19</sup> Women voted in much larger numbers in the 2007 election than in the past, largely as a result of a concerted effort to make voting stations more accessible through multiple decentralized voting stations in rural areas. In spite of the participation and the increased number of women running for office at all levels of government, women’s representation did not increase significantly. Women hold only eight (8) of 332 mayoral (*alcalde*) positions in the municipalities (2.5%) and only 12% of the seats in the national legislature. At the end of 2008, in the executive branch, one of 13 Ministers and six of 32 Vice Ministers were women, as were four of 12 Secretaries of the Presidency, six of 22 Sub-Secretaries, and one of five Magistrates of the Constitutional Court. At the same time, The President of the *Tribunal Supremo Electoral* and the *Procuradora de los Derechos Humanos* (Human Rights Ombudsman) and two adjacent *Procuradoras* are women, as are the President of the Central Bank and the Registrar of Property.

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<sup>16</sup> See note 6 *supra*.

<sup>17</sup> Red Nacional de Mujeres Agricultoras: “Six hundred sixty-seven (667) women’s organizations dedicated to various agricultural activities have been identified. The National Network of Women Farmers is made up of 305 of these organizations, with a total of 66,045 members, and a group of 40 national level delegates representing the 22 Departments of the country, which will become the board of directors. The Network has a database of these 305 organizations and identifying information [in translation from the Spanish text].” Séptimo Informe periódico del Estado de Guatemala en cumplimiento de CEDAW 2004-2007.

<sup>18</sup> Instituto Nacional de Estadística -INE-, Encuesta Nacional de Empleo e Ingresos -ENEI-, mayo 2002.

<sup>19</sup> See note 6 *supra*.

At the other end of the spectrum, *SEPREM* has reported an increase of 12% between 2006 and 2007 in women's participation in the various development councils.<sup>20</sup>

## Government Approach to Issues related to Gender and Women

Two main “women's issues” and serious human rights issues dominate discussions and publicity about gender in Guatemala: high and increasing rates of gender-based violence and femicide; and, maternal and infant mortality. These issues are poignant manifestations of the underlying pattern of gender inequality, which marginalizes and de-values women relative to men. The resolution of these issues, in addition to immediate responses to the criminality, pain and loss of life, lies in an understanding and correction of the roots of gender inequality. The two principal government institutions for gender and women's issues are the *Secretaría Presidencial de la Mujer* (*SEPREM*) and the *Defensoría de la Mujer Indígena* (*DEMI*).

In 2007, *SEPREM* issued the 2008-2023 *Política Nacional de Promoción y Desarrollo Integral de La Mujer*, identifying four strategic spheres for action (political/cultural, economic, social, and institutional) to “promote the participation of women of diverse ethnic and cultural identities in support of national development, assuring the full exercise of their individual and collective rights, to strengthen democratic and intercultural coexistence.”<sup>21</sup> The policy identifies ten global axes for intervention: equity in socio-political participation; cultural identity; economic development; workforce; natural resources, land, and housing; and justice; as well as eradication of violence, discrimination, and racism against women; holistic health services; education with attention to gender and cultural identity; and strengthening of institutional mechanisms for the advancement of women. The policy recently was re-affirmed by the new administration, and a plan to operationalize the policy is being developed.

The emphasis on equity in social and political participation, and citizenship also underlies the strategy of the *DEMI*, the human rights ombudsman organization for indigenous women formed as a part of the Peace Accords. The core function of the *DEMI* has been to encourage and support indigenous women to speak out about the injustices and offenses they encounter and to pursue these actions through the court system.

## Central Themes in the Assessment

Within the context of equity in social and political participation, the assessment identified four primary gender-related issue areas for attention in the country and in USAID programs. The justice system has received considerable attention from the government, civil society organizations, and donors as the embodiment of the atmosphere of impunity in Guatemala. From the point of view of gender analysis both the impunity and gender-based barriers in **access to justice** take on particular importance in the fight against gender-based violence and femicide.

A second key issue area concerns **youth and adolescence**. The population growth rate in Guatemala of 2.11% (est., 2008), and 40% of the population is under the age of 14.<sup>22</sup> A focus on young people is important not only because they are linked to some of the key social “problems,” including violence, especially gang violence, maternal mortality, and migration, but also because

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<sup>20</sup> Personal communication.

<sup>21</sup> “promover la participación de las mujeres en las diversas identidades étnico culturales en la gestión del desarrollo nacional, asegurando el ejercicio pleno de sus derechos individuales y colectivos, para el fortalecimiento de la convivencia democrática e intercultural.”

<sup>22</sup> Available online at <https://www.cia.gov/library/publications/the-world-factbook/geos/gt.html>



they are an important resource for the future, an important investment and a source of new vitality and change. When viewed in terms of “problems,” attention usually is directed to young men as gang members or migrants to the exclusion of young women in similar circumstances. Gender analysis brings women into the picture but even more importantly addresses the relationship between young men and women, and how the terms of this relationship affect their options for the future.

The third area deals with **decentralization and local participation** as one mechanism to confront the extreme social, economic and political inequality between rural and urban Guatemala. The participation and empowerment of women is a particular concern in this context, in increasing equity in community governance, in strengthening the voice of women in articulating the needs and plans for rural development, and in building experience that will contribute to the base of women leaders active at all levels of the democratic political structure. Attention to gender relations at the local level and in the community is also essential to effective delivery of health services. The outflow of men as migrants from rural areas adds to the urgency of opening opportunities for women to act at the community level and to develop participation skills since women are increasingly assuming head of household responsibilities. Local participation is directly linked to issues of economic empowerment through participation effective participation (membership and leadership) in agriculture producer groups and other mainstream economic organizations as well as formal sector employment.

The fourth area is related to the previous one and is central to the *SEPREM* policy and the *DEMI* agenda. A gender analysis for Guatemala must necessarily deal with the **intersection between gender and ethno-cultural identity**, and the commonality and differences among women in a multi-cultural society. The need among indigenous women to build organizations and leaders so that they are active participants in their own right, defining their issues and solutions in the terms of their own identity is a key gender issue for Guatemala, particularly in rural areas.

## Resources and Organizations

*SEPREM* and the *DEMI* are key resources for information about policies, data, and governmental programs and NGOs dealing with gender and women’s issues. *SEPREM* maintains a directory of all women’s NGOs in Guatemala. The *DEMI* maintains a network of indigenous women’s organizations. In 2007, *INE* in collaboration with *SEPREM* compiled and published *Indicadores para Análisis de Género 2007*, which includes data from various *INE* surveys and the census of population (2002) on demographics, education, health, economy and labor force, land and housing, intra-familial violence, and political participation.<sup>23</sup>

The compilation and publication of these indicators as well as those found in the 2007 CEDAW Report<sup>24</sup> are important resources for documenting and analyzing gender gaps and changes in gender relations in Guatemala. On the other hand, the dearth of sex disaggregated information for analysis, policy formulation, and program planning is a frequently cited limitation, particularly in the areas of economy (agriculture), labor force, violence and access to justice, and political participation.

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<sup>23</sup> The document is available online at <http://www.ine.gob.gt/Descargas/ingen07/index.htm>

<sup>24</sup> Séptimo Informe Periódico del Estado de Guatemala en cumplimiento al artículo 18 de la Convención sobre la Eliminación de Todas las Formas de Discriminación contra la Mujer (CEDAW), Periodo 2004-2007, República de Guatemala, diciembre 2007.

The Demographic and Health Survey (DHS), funded by USAID, is a major source of survey information about gender issues in health, reproductive health, violence, attitudes and general life conditions for women and men. The results from the 2008 survey are expected in mid-2009.

A recently released publication on results of a household survey on gender and remittances completed in 2007 by the IOM (International Organization for Migration) and INSTRAW (United Nations Institute for the Advancement of Women), *Encuesta sobre Remesas en Guatemala 2007 con Perspectiva de Género*<sup>25</sup>, includes detailed sex disaggregated data on both the senders and the recipients of remittances.

**Donor Coordination:** Most of the bilateral aid organizations and many international NGOs require gender integration in the development programs they support, and many fund activities directly focused on gender and women's issues, especially gender-based violence. At present, there is no formal network for coordination among donors concerned with gender, except among institutions within the United Nations system. This effort may expand to incorporate other partners in the future. UNIFEM (United Nations Development Fund for Women) is in the process of installing a full representation in Guatemala, charged first and foremost with implementation of the millennium development goals, and may take the initiative in this area. The Spanish Embassy as well as several Spanish international NGOs has been particularly active in programs related to gender integration and gender-based violence.

#### IV. PRIORITY GOAL I: GOVERNING JUSTLY AND DEMOCRATICALLY

Democracy is the foundation of the USG foreign assistance and development efforts in Guatemala. Weak government institutions have contributed to an atmosphere of impunity, reflected not only in the evasion of justice by those who have committed crimes and human rights abuses, but also in the loss of confidence and trust in the system and the unwillingness of citizens to participate or to seek justice through state mechanisms.

**Rule of Law:** Gender dynamics are clearly a factor in the manifestation of this impunity, not only in terms of gender differences in security, access to justice, and disenfranchisement, but also in the epidemic of gender-based violence and femicide. The expansion of the amount and severity of crimes of violence against women as well as the general lack of resolution of these cases have attracted worldwide attention, including specific requirements for reform based on international agreements (e.g., Convention on the Elimination of all Forms of Discrimination against Women, CEDAW) and a soft earmark for USAID/Guatemala programming from the U.S. Congress.<sup>26</sup> Femicide and gender-based violence against women are distinguished as murder or abuse perpetrated against women because they are women, either as a response to relative powerlessness or to reinforce male dominance and generate inequality. Women's lack of access to and distrust of the courts, unresponsive police, and lengthy and unresolved cases have defined the impunity surrounding gender-based violence and contributed to the escalation into femicide.

Violence against women, including intra-familial violence, sexual violence, and femicide, requires a multi-faceted response. The women who are hurt by the violence and the families of the murder victims face physical, psychological, economic, and legal challenges. The

<sup>25</sup> Available online at <http://www.remesasydesarrollo.org/uploads/media/guatemalaweb.pdf>

<sup>26</sup> There are two House Resolutions promoted by Representative Hilda Solis (D-CA). See [http://solis.house.gov/list/press/ca32\\_solis/wida2/GuatemalaResDrop.shtml](http://solis.house.gov/list/press/ca32_solis/wida2/GuatemalaResDrop.shtml) and [http://solis.house.gov/list/press/ca32\\_solis/wida6/GuatemalaResPassesCommittee.shtml](http://solis.house.gov/list/press/ca32_solis/wida6/GuatemalaResPassesCommittee.shtml).

government response over the past five years has involved a coalition of government and civil society institutions in developing new legislation to establish the criminality and legal base for confronting this violence, reform of juridical, police, and forensic procedures to successfully resolve these cases, strengthened systems of security for prevention and protection, and improved social and economic services to support the survivors.

The legal structure is in place establishing the criminality of violence against women and providing the basis for prosecuting these cases, through the *Ley Contra la Violencia Intrafamiliar* (Law against Intra-family Violence), the *Ley Contra el Femicidio y Otras Formas de Violencia Contra la Mujer* (Law against Femicide and Other Forms of Violence against Women), and the *Código Penal* (Penal Code), which has proven more viable in court for successfully prosecuting femicide cases than the new femicide law. A national strategy and action plan have been formalized to counter femicide. USAID, through its Rule of Law Program, has had a central role in the essential reform of the procedures in the Public Ministry and its *Fiscalía de la Mujer* and *Fiscalía de Delitos contra la Vida*, and the establishment of the 24-hour courts in Guatemala City, Villa Nueva, Mixco, and most recently, Escuintla (December 2008) as well the establishment of an independent national forensic institute. The new procedures in the courts have been tied to new police procedures in gathering evidence and pursuit of perpetrators. Links to civil society and private organizations like the *Fundación Sobrevivientes*, Doctors without Borders, and *APROFAM* have been essential in the provision of medical, psychological, and economic support for the survivors and for the families of the murder victims, as well as assistance in pursuing the legal cases to successful conclusion.

The results of these efforts have been clear – more women have presented themselves to press charges, nearly all of the accusations are acted upon within the 24-hour time limit set in the Constitution, and a much higher proportion of the cases have been successfully resolved. Importantly, the improvement of procedures for pursuing cases of violence against women has been linked to improved judicial and investigative procedures overall. The issue of gender-based violence has been widely publicized. This publicity is a part of the process of erasing the impunity attached to these crimes and supporting and empowering women to take themselves out of violent situations.<sup>27</sup> At the same time, both the number of murders overall (the rate for men is six times that of women) and of femicides, and the number of women pressing charges against abusers continue to rise.

To some extent, the increase is a result of the visibility of the issue and of the growing confidence that the government system will act to deliver justice. However, the entire system of services and of procedures to improve access to justice is concentrated in the Guatemala City area. The reforms are not reaching the rest of the country and gender-based and intra-familial violence are not being addressed, especially in rural areas. Discussions also suggest that most women are unaware of the new legislation, of their rights and of avenues to access the judicial system and services available to survivors. Even in the capital, confusion continues about the apparently overlapping roles of the Public Ministry and the Offices of the Human Rights Ombudsman in initiating the judicial process. The reactions to and results of the new procedures should be continuously monitored to identify strengths and shortcomings as the system is expanded.

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<sup>27</sup> Violence against women is identified as a particular concern because it is gender-based, born of and reinforcing men's power and dominance. Recognizing gender-based violence as criminal rather than "cultural" is fundamental to effective reform. The emphasis on gender-based violence, however, does not minimize the importance of broad-based reform of the judicial system and criminal procedures to confront the widespread escalation of violence that impacts everyone, especially men, but also women and children. The broad-based reforms supported by USAID/Guatemala benefit both men and women; the measures taken to ensure that gender-based crimes are not ignored by the system have provided access to women that might not otherwise exist and contributed to more effective procedures in the system as a whole.

Collaboration between government institutions and civil society organizations is essential to disseminate throughout the country accurate information about women's rights and procedures to access the judicial system.

As a result of the international attention given to femicide, the issue of gender-based violence and the response to violence against women have been "mainstreamed" into the process of judicial reform and access to justice, incorporating a gender focus into the analysis and construction of reformed institutions. Increasingly violence against women is treated as criminal rather than as a private "cultural" matter. The emphasis given to the requirements of evidence and procedures to prosecute these cases may have added pressure to reform for all crimes. A recommendation heard from both civil society and government representatives is the importance of maintaining this focus and expanding the process across the country.

**Community-Based Policing:** With the reform of the Criminal Code and the reform of judicial processes, the role of the police in investigations and apprehensions was seen as a critical missing link in increasing access to justice. After the U.S. Congress broadened the authority for USAID to work in community-based policing, USAID/Guatemala established a pilot community-based policing program in Villa Nueva, a high crime community on the outskirts of the capital, in 2006. Both gang activity and violent crimes against women are characteristics of the area. The purpose is to improve police services to the community through four sets of activities: institutional reform, improved police/community relations, crime prevention, and leadership development. Gender was not included in the Scope of Work for the project and has not been an explicit objective of the activities. At the same time, gender relations have emerged as a factor in project development in two areas – the role and situation of women as officers in the national police, and in the interface between the police and the community leadership, which is predominantly female.

Both research and the experience of other donors concerning police reform have focused on integration of a gender focus as an important factor in improved service and in community relations, especially in post-conflict situations where gender-based violence and personal physical security are significant problems. In Nicaragua, the Lieutenant responsible for the gender mainstreaming process in the National Police described a four-part program, promoting equality for female officers in the force, requiring gender training for all officers concerning the purpose and importance of reforms, changing the procedures and physical arrangement in community police stations in dealing with women who are victims of crimes, and the most difficult, changing the attitudes and beliefs of the officers about gender equality.<sup>28</sup> The promotion of equality for female officers included review of insurance provisions, promotion practices, respect and tolerance in behavior, and mundane matters like provision of restrooms. Having more women in the community force makes the police more reflective of the community population and less "machista" in its appearance.<sup>29</sup> The reforms in the procedures for dealing with women confronting violence brought the police as partners into the coalition of public and private organizations, both in providing physical security and assistance and in pursuing perpetrators and evidence.

Villa Nueva also has been the site of a U.S. Embassy supported activity for crime prevention and prosecution built on a coalition of local officials and institutions including the police, which had a direct focus on violence against women. Since the purpose of this project has been to inform a national level strategy community police reform it will be valuable to include an examination of

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<sup>28</sup> The gender mainstreaming in the Nicaragua National Police started in the late 1990s. Personal interview, 2003.

<sup>29</sup> UNIFEM, "Policy briefing paper: Gender Sensitive Police Reform in Post Conflict Societies." October 2007.

the experience of this project in terms of gender, in coordination with that of the collateral crime prevention program as well as the experience with similar reform elsewhere.

**Youth-at-Risk:** The USAID/Guatemala program draws the link between gang violence and street crime and the depressed sense of security and confidence in the government, as well as between participation in gangs and the experience of intra-familial violence. The Mission activities with young people at risk of joining gangs and with former gang members have not incorporated an explicit gender focus in their problem analysis or in the services provided. In general, because 90% of the core members of the gangs are young men, the relationship of young women to the gangs and the effect of gender relations on the gang activities have received little attention.

The 2006 USAID Gang Assessment for Guatemala<sup>30</sup> asserts that the role of females in male-dominated gangs is subordinate and that sexual exploitation by male gang members is common. According to ex-gang members,<sup>31</sup> young women substantially out-number young men in the “support network” that surrounds the core members. The network is made up of female family members, wives and girlfriends, and other young women from the community. These women may serve as runners and messengers for the gang members, or carry out petty crimes like “tax collection” and robbery. Although the Gang Assessment asserts that “young men are both more likely to be victims of gang violence, as well as perpetrators,” gang connections also have been shown to be a factor in the increased murder of women.

The contextual and risk factors for participation in gangs recounted in the USAID assessment apply to young women as well as men, and approximately 70% of the young people accessing the USAID-project supported *Centros de Alcance* for at-risk youth are young women<sup>32</sup>. These youth development centers provide multiple services to young people including vocational training, accelerated learning, and job placement. APROFAM provides information on reproductive health and sex education, and works with young people who have been sexually abused. The NGO *ProMujer* recently started a program for young women on alternative work opportunities. Only about 20% of the participants in the job training and placement program for ex-gang members have been women (24 of 117), since this program is open only to ex-core members, who are mostly young men.

More direct investigation and attention needs to be given to the role of women in the gangs. Observations suggest that large numbers of young women are affiliated with gang activity and their involvement, which is predicated on gender relations, is an integral part of the functioning of these groups. A gender-based analysis of the entire gang structure and of the situation of young women as well as young men in the urban communities with strong gang presence may provide additional insights for youth crime prevention.

**Transparency and Anti-corruption:** In spite of the best intentions of USAID and of the project implementers, the current Transparency and Anti-corruption program does not have a gender focus and has not included gender analysis in its activities. A Gender Action Plan was prepared at the initiation of the project in 2005, but has not been referenced since then, and project activities reflect only minimal consideration of gender in any aspect of the program. Indices of perception of corruption were not disaggregated to assess differences for men and women. The

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<sup>30</sup> USAID bureau for Latin American and Caribbean Affairs, Central America and Mexico Gang Assessment, April 2006.

<sup>31</sup> Gender assessment interview.

<sup>32</sup> The gender imbalance in use of these services affirms young women’s exposure to the same pressures that put young men at risk of gang behavior and the need for they feel for assistance. It also suggests that the centers are not fully responding to the needs of young men to ameliorate the pressures they face.

explanation for dropping the gender focus, which involved detailed identification of areas of emphasis and a work plan for year two, was the shift from implementation as a coordinated Central American regional effort to a single country focus. Without advocates and without requirements for measuring and monitoring the gender focus in the project, the Gender Action Plan fell aside.

As the Gender Action Plan made clear little is known about the relationship of gender to corruption and transparency, either in terms of the effects or the perpetrators of corruption. Corruption has the greatest relative impact on the lowest status members of society, which often include women. Petty corruption in the form of bribes associated with day-to-day activities – school fees, registrations, health services – tend to affect women more than men since the payments fall to them. Studies show that corruption reduces the funding of social services, again with a more direct impact on women than men because of their household and family care responsibilities. At the same time, those most affected by the corruption have the least political power and the fewest avenues to advocate against wrong practices, or even to learn about the alternatives to “the way things are done.” Further, women of higher status do not experience corruption in the same way as women of lower status.

The recommendations in the original Gender Plan remain valid. Research is needed to clarify the relationship of gender to corruption and the impact on perception of democracy and participation. While it is clear that there are differences between men and women in this sphere little is known about the extent of these differences or whether they matter to behavior. Consideration could be given to making the database generated by the project available for gender research. Countering the corrosive effects of corruption on democratic processes will require actions explicitly designed to disseminate information and increase knowledge about corruption, individual rights, and avenues for re-dress among the disenfranchised, especially poor rural women. Outreach is needed to CSOs representing these women and involved in building political participation, focusing on issues that affect them directly.

***Decentralization and Local Governance:*** The current program dealing with governance in municipalities includes a gender focus as a cross-cutting consideration in all activities. A gender strategy and plan of action was approved in early 2006, outlining the terms of gender integration in each component, and has served as a basis for gender-based activities since that time. The monitoring and evaluation plan does not include specific indicators to track gender relations,<sup>33</sup> but all variables, both quantitative and qualitative are disaggregated by sex, and activities directed to gender relations or to women are reported in program reviews. The objective of the gender strategy is to identify the barriers to women’s political participation and decision-making at the local level and to define actions to overcome these barriers. Women’s political participation, both in terms of voting and in positions held, is low in Guatemala at all levels. Particular attention is given to local participation because women tend to be more active locally in decisions that affect their daily lives, and local action may serve as a springboard for broader participation<sup>34</sup>. The program director also reported that, in implementing the gender strategy, field personnel were trained in the basic concepts of gender relations and how to apply these concepts in their work with communities.

The project has supported the Association of Women in Municipal Government (*ASMUGOM*) as one of three municipal associations to represent the interests of municipalities at the national level

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<sup>33</sup> Examples of such indicators might include measures of and targets for organizational capacity of *ASMUGOM*, *AGAIL*, and *ANAM*, or measures of and targets for women in leadership positions in the *COMUDES*.

<sup>34</sup> The overall program focus on decentralization directs attention to local participation of both men and women.

and build alliances across local governments. During the election of 2007, *ASMUGOM* worked in coordination with the National Association of Municipalities (*ANAM*) and the Guatemalan Association of Mayors and Indigenous Authorities (*AGAI*) to articulate the issues to voters outside the large cities and to promote voting. The inclusion of *ASMUGOM* as a legitimate voice of women in the municipalities, in spite of its small size and organizational debilities, and the continuation of the alliance since the election is viewed as an important step. The alliance recently was successful in gaining approval of an *ASMUGOM* proposal to mandate that each municipality have an Office of Women. Building an effective voice for advocacy at the national level is essential; at the same time, participation at the local level is required to give meaning to this type of achievement so that, for example, the municipal Office of Women becomes an effective point for services and policy generation.

A second focus has been on increasing women's participation in the Municipal Development Councils (*COMUDES*), through election of more women to the councils and encouraging women to participate in the working committees of each council. To be effective, however, the project must pay attention to the quality of participation as well as the quantity, through work with key committees and strategic actions and alliances.

The barriers to participation for rural women, both politically and economically, cannot be countered merely through equalizing opportunities. The history of exclusion and isolation, and lack of experience in dealing with national institutions and markets mean that particular measures must be taken to provide women with the tools to take advantage of these opportunities. These "affirmative actions" in both the economic sphere, to bring women's production groups up to par with the more experienced men's groups, and in the political sphere, to build the confidence and skills to articulate issues, build coalitions, and negotiate, imply additional costs in time and technical assistance to build gender equity in development programming.

***Political Participation and the Exercise of Political Rights:*** The issues of political participation and exercise of political rights are central to the agenda for women's organizations. The 2007 *SEPREM* "*Política Nacional de Promoción y Desarrollo Integral de las Mujeres, 2008-2023*," which resulted from a long process of consultation with government and civil society organizations, identifies sociopolitical participation as a principal sphere of concern. Although progress has been made in terms of the number of women standing for election at all levels of government, the low percentage of women holding elected and executive positions, and participating in the community and municipal development councils is evidence of continuing barriers. In 2006, the *DEMI*, through coordination of a broad cross-section of indigenous women's organizations, presented the *Agenda Articulada de las Mayas, Garífunas, y Xincas*, which was integrated into the *Política Nacional de SEPREM*. While all women face common constraints based on gender, among women, the options are different for urban, educated *ladino* women face than for rural indigenous women with minimal schooling. The constraints are cultural, social, economic, and institutional.

The results of the 2007 election demonstrated that participation in elections does not necessarily translate to a greater voice in decision-making. The importance of training for leadership and for participation in the political process is clear. This strategy has been articulated by the *DEMI*, which has designated development of leadership and citizenship of indigenous women as its overriding objective for 2009-2012, focusing not only on voting but more importantly on participation. The *DEMI* also provides support and training to indigenous women participating in the *COCODES* and *COMUDES* (community and municipal development councils, respectively).

The *Asociación Política de Mujeres Mayas (MOLOJ)* was formed in 1999 with the explicit purpose to strengthen the political participation, representation, and leadership of indigenous women with a focus on ethnic and gender equality. It works in four areas: building political and technical skills (*formación*); advocacy in policy development (*incidencia política*); socio-political research; and, institutional strengthening, drawing on three basic Mayan principles – consensus, transparency, and dialogue. It counts among its members some of the most politically active and visible Mayan women including Rigoberta Menchú, Rosalina Tuyuc, and Otilia Lux de Cotí. The organization has been a central player in defining and building consensus for the political agenda of indigenous women in 2003 and 2007, and in the process of ensuring that the government women’s policy reflects not only the point of view of urban *ladino* women but of all women in the multicultural and multiethnic society.

Since 2006, *MOLOJ* has invested considerable effort in creating leadership among young indigenous women, preparing them to stand for election, and to act effectively when they take office. In 2006, for example, they trained 456 women in 15 workshops that covered four modules: identity and leadership; discrimination, racism, and self-esteem; rights specific to indigenous women (e.g., language, dress, access to justice); and, prevention of violence. At the conclusion of these workshops, 100 women with interest were selected for additional more intensive workshops, and then 25 were chosen for a two-year course to train as candidates. They are currently designing a program about techniques of policy negotiation for 25 women.<sup>35</sup>

## Recommendations:

- Maintain support for the judicial reform process with the *Fiscalía de la Mujer* and develop mechanisms to extend the benefits of the reform beyond the major urban areas, to provide comparable access to justice for rural women. Carry out these efforts as part of the expansion of broader reforms with the *Fiscalía de Delitos contra la Vida*, recognizing that there are barriers to access to justice in rural areas in general as well as in the case of violence against women.
- Support governmental and non-governmental organizations in an information campaign to inform women of their rights in terms of gender-based violence, of the legal terms for taking action, and of the contacts for legal action and support services. This campaign could be coordinated with and through other USAID projects across sectors.
- If the Mission decides to develop specific activities to counter gender-based violence, coordination with state, donor, and non-governmental organizations working on this issue is essential. The official government strategy against femicide could serve a starting point in designing these programs. Also consider support for review and strengthening of the new legal framework, including the Law Against Femicide and Other Forms of Violence against Women, as well as the Commission on Women in the legislature as a base for additional legal reform.
- Carry out a gender analysis of the pilot community policing activity as part of the assessment of the project to inform a larger national effort. The experience in gender mainstreaming with the national police in other LAC countries, including Nicaragua, also may provide insights.
- The youth-at-risk programs were designed to reach young men at risk of joining gangs and ex-gang members, 90 percent of whom are young men. While additional research and activities are needed to more effectively reduce gang activity and deaths of young

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<sup>35</sup> USAID, especially through the efforts of the Decentralization and Local Governance program with *ANAM*, *AGAIL*, and *ASMUGOM* (see above), also carried out significant promotion activities to encourage women’s participation in the 2007 election and in the *COMUDES* and *COCODES*.



- men, it also is important to balance this emphasis with attention to young women at-risk. The involvement of young women in gang-related activities, and the ways in which gender relations play into gang organization and actions have been neglected in the literature and in the design of youth-at-risk projects. Research and analysis on these subjects will increase understanding of gang organization and contribute to project effectiveness especially given the interest young women have shown in these projects.
- In the design of new activities focused on transparency and anti-corruption, re-visit the central topics identified in the original gender action plan and assess their continuing relevance. Gender research of the current project database could inform this assessment.
  - Explore additional avenues for outreach and dissemination of information about citizen activities for government transparency directed especially to the rural population and women.
  - Recognizing the multiple barriers facing rural women in political (and economic) participation provide support to NGOs and programs with a commitment to building capacity and access to enable them to take advantage of emerging opportunities.

## V. PRIORITY GOAL II: ECONOMIC GROWTH

The focus of the USAID/Guatemala economic growth strategy is rural development, particularly in the *altiplano* (highlands) and the *Verapaces* regions. The agriculture portion of the strategy is based principally on the research and analysis in Guatemala of the renowned development economist, John Mellor, over the last five years with the support of the Mission. The strategy and the design of projects to implement the strategy reflect little explicit attention to gender relations in project design and in the definition of results and indicators. In project implementation, on the other hand, some of the partner organizations, such as *Fundación AGIL* and *ANACAFE*, as a matter of organizational policy, take account of gender-based constraints and inequity in their activities and have taken positive actions to counter gender biases and barriers facing women. Because of the geographic specificity of the strategy, the gender analysis is concerned particularly with the roles and relationships between men and women in Mayan communities.

USAID/Guatemala also supports programs in forestry, tourism, and handicrafts in other regions, especially the Peten, with *ladina* as well as indigenous communities. A competitiveness analysis provides the strategic underpinning for these projects. The two current primary implementing organizations, Counterpart International and The Rainforest Alliance, also practice gender analysis and gender integration as institutional principles.

The Mellor model for job generation in the highlands focuses on small- and medium-size agricultural enterprises as the engine of growth and rural development to generate employment, improve incomes, and to provide a viable alternative to out-migration for the poor majority of the rural population. The model demonstrates that similar sustained growth cannot be achieved through investment in large enterprises or in programs for the poorest, landless part of the population. The broad-based growth in employment and income anticipated by the Mellor model is predicated on unstated assumptions about gender roles and households that will structure the impact of the growth on well-being and the relative status of men and women, and may or may not affect the simulation models. The USAID strategic programming choices conform to this model.

The gender analysis points to potential corollary consequences of the gender-absent approach. Leaving gender out of the strategy omits potentially important dynamics and leaves open the

possibility for unanticipated results in terms of the essential relationship between agriculture, as the engine of growth, and non-farm employment and income generation. Omitting attention to the underlying gender inequality in production may lead to a widening of the gap between men and women in terms of control over income as production increases, deepening women's dependence on men (and therefore a reduction in relative status).

- Both horticulture and coffee production are labor intensive activities. As production increases the requirements for unpaid family labor of women and children also grow. The expanded workload places an additional burden on women's time, as they add farm labor to household maintenance tasks and child care, and also tends to override any personal income-generating activities like sewing or baking. Although total household income may increase, the control of income will shift if the husband controls agricultural income.<sup>36</sup> Studies universally have shown that men and women spend income differently. Women are more likely to invest in food, schooling, and health care, and therefore increases in income controlled by women have more impact on well-being especially of children. The shift also may increase women's dependence on men to the extent they lose their personal independent source of income.
- Segregation in the rural labor market means that agricultural processing jobs - cleaning, packing, packaging, and drying – are done by women. The initial impact of increased agriculture production on rural non-farms jobs is an increased demand for women workers, usually young and often unmarried. This result raises three points to consider. First, a key factor in the extended impact of growth in agriculture in terms of job and income creation is the availability and skills of these young women as workers in the local market. Second, the destination of the income received by these young women also is important to investigate. If they are living in their parents' households, they may turn their earnings back to their parents. The control over the way this income is used, for spending on household needs, investment, or saving, also will affect the spread effects of growth in agriculture. Finally, at the same time, it is essential to recognize the potential benefits of increased access to non-farm employment for women in rural communities in terms of income and empowerment, especially if the positions are in the formal sector. In the long term, these employment opportunities may have a major positive impact on gender relations.
- Migration from the rural areas has been disproportionately male and young, and the flow of remittances back to the rural households has gone disproportionately to women. These patterns that are tied to gender relations and roles may affect the model in several ways. First, more women are *de facto* managing the production on small and medium farms while their husbands are abroad.<sup>37</sup> This shift may have implications for: the technical services required for production (to the extent that the women who remain in charge of the farm are less experienced in farm management); the availability of farm labor; the resources (especially time) for commercial production; and, the organization of production, given constraints on women's time and often, gender-based barriers to their participation in producers' associations. While availability of land and credit is a problem for rural residents in Guatemala in general, rural women face additional barriers in terms of property rights, access to credit for agriculture, and technical and market information

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<sup>36</sup> Historically, in Guatemala, the male head of household has controlled agricultural income. This pattern may shift if both partners are members of the farmer association and receive income or if only the female head of household is farming. This type of information can be verified through research and case studies.

<sup>37</sup> Informal discussions during the assessment suggest that the impact of migration and remittances is not uniform across rural areas, having a more intense effect in some local areas than others.

that may distort the expectations for the model. Second, the flow of remittances to women in rural areas may affect spending patterns (i.e., funds are spent on household daily needs and commodities), on demand for goods and services in the local market, and on investment in commercial agriculture. At least at this point, remittances are a significant flow of income into some rural communities and the presence of this income, controlled by women, that is independent of local production may affect the operation of the model.

These points are offered as examples of possible confounding factors in the underlying strategic analysis from the point of view of gender. The intent of these questions is not to discredit or dismiss the model but merely to suggest points for additional analysis and to highlight areas in which project implementers need to monitor outcomes overall and for men and women, and to add activities to mitigate adverse effects or to take account of unforeseen circumstances. It also is useful to recognize that while these comments assume a continuation of traditional gender roles in agricultural and non-agricultural work, both shifts in the rural economy as well as initiatives by donors, government and NGOs may break down some of the traditional conceptions of appropriate work for men and women. As women become more involved in agricultural production men may assume new roles in the non-agricultural part of the rural economy.

***Improve Policy and Institutional Reforms:*** The policy project responds to requests for research and technical assistance from government agencies in order to improve the environment for economic growth and for the private sector. Gender issues have received little attention in the policy agenda. Two factors were identified as underlying the absence of gender issues in project activities. First, there is a lack of visibility and advocacy for gender issues within the government; requests for assistance have rarely included gender considerations as part of the Terms of Reference. Second, the deficit of reliable and comprehensive sex-disaggregated economic data precludes analysis of women's role in the economy particularly in the rural areas. A potential proposal concerning gender statistics discussed last year with *INE* did not materialize. The project contract recognizes gender as a potential policy related factor and the project could be enlisted to undertake a study of importance of gender in the economy.

The policy project could be a venue for carrying out the rigorous gender analysis of the Mellor strategy for rural job creation, with Dr. Mellor and perhaps in collaboration with the *Instituto de Agricultura, Recursos Naturales y Ambiente (IARNA)* of the *Universidad Rafael Landívar*, which collaborated on the strategic analysis in the past. An important output of the analysis would be the identification of monitoring instruments to track the effect of gender on the operation of the model, as well as insights into the types of sex disaggregated data needed from *INE* to understand the roles of men and women in agricultural and rural development.

A second recommendation for a project of this type that responds to demand and executes studies at the request of the government is that the project format require that all requests and terms of reference be reviewed to assess the potential relevance of gender analysis to the subject and to include the analysis in the research even if it is not a part of the initial government request.

***More Efficient Value Chains for Micro- Small and Medium (MSME) Enterprises:*** Following from the Mellor model and the competitiveness analysis, the core of the USAID economic growth program is support for small and medium rural enterprises engaged in horticulture, coffee and forestry, with additional support for handicrafts and sustainable community tourism. The support focuses on incorporating the producer groups into the value chains for their products to add value, access more lucrative markets, and increase incomes. The implementing organizations work with producer groups of varying experience and organizational capacity and provide technical services

to increase productivity and quality, and in some cases for certification, as well as capacity building in business development and organizational management.

All of the cooperative agreements and grants for these activities include the requirement that issues related to gender and ethnicity be taken into account in planning and implementation, and that indicators for outputs and results be disaggregated by sex and ethnicity, as appropriate. Further, significant gender-relevant results are supposed to be included in the partners' annual report for reporting in the annual portfolio review for the economic growth program, and the annual operational plan and performance report. In discussions, however, representatives of these projects said that they perceive minimal USAID interest or guidance on gender issues, except in project monitoring through sex disaggregated data on training and employment generation. At the same time, gender considerations are not absent from these programs because various USAID partners/implementing organizations have internal policies to take account of gender issues in their work and to promote gender equality. For example, *ANACAFE* has recently completed an extended process of training and technical assistance for gender mainstreaming throughout the institution, including training of field technicians, an explicit policy to work with groups to include more women as members and decision-makers, and direct measures to enable women to participate in training. *ANACAFE* (with USAID) also is supporting the formation of a Guatemala chapter of the International Women in Coffee Alliance. *Fundación AGIL*, which also promotes gender integration, discussed the importance of highlighting the extent of the contribution of women in agricultural production in the *altiplano* as a means of gaining increased participation in producer associations. Effective integration of women farmers and women's producer groups into the program also will benefit from the presence of women as well as men as program extension agents and technical field personnel, as well as field personnel who speak the local language. These organizations also focus on scheduling training and technical assistance at times and in formats that accommodate women's household tasks and childcare responsibilities so that they can attend.

From another point of view, USAID has recently negotiated an important three-year Global Development Alliance (GDA) with Wal-Mart, Mercy Corps, and *Fundación AGIL* to work with small farmer production groups to supply horticulture products to the Guatemalan and regional retail markets. Mercy Corps and *Fundación AGIL* work with groups in several departments to provide assistance and training in production and post-harvest practices to meet the standards of the retail market, while Wal-Mart and its agent provide crucial market information and a stable market for their produce. While the direct links into the retail marketing channels suggest clear benefits for the producers, the experience of the first few months has uncovered potential tensions inherent in the diverse objectives of the private sector and NGO partners. The private sector is "all about business" – social goals such as equity or participation are secondary to the primary objective of providing a high quality product to the market. The NGO partners guide the producers groups in meeting the private sector standards and requirements as a means of furthering social goals, but the learning process is not immediate. The business imperatives push toward quick results while social constraints require patience. Participants commented on the short time period and low tolerance for the assistance required for inexperienced farmer groups to learn and sustain the standards demanded by the market. USAID and its partners appear to have less leverage to promote social objectives like gender equality and poverty alleviation in private sector alliances than in other programs.

In general, there is a consensus among these partners that USAID has not articulated a clear gender policy, or as one partner said, "the absence of a policy is the policy." The compliance with the requirements for gender integration at the agency level, without an explicit mission-level statement of its gender policy, with follow-up in technical assistance, training and review of

activities and results seems to be insufficient to communicate that the mission considers gender relations to be an important variable in development. A more important consideration may be that the targets and indicators for results sought in USAID projects, as well as the duration of the projects, may actually contribute to the exclusion of women as direct beneficiaries and push attention to gender issues into the background. When results are assessed in economic terms to the exclusion of social considerations (e.g., amount of exports/level of sales), the implementing organizations are required to work with the “best” producer groups that fall within the parameters of their programs, in terms of access to resources, enterprise capacity, and organizational maturity. Women’s groups and groups with a substantial proportion of women members are less likely to be selected. The project cannot absorb the additional costs in time and technical assistance to build the capacity of these less traditional groups and meet the USAID targets. The three- to five-year time frame for USAID projects also was cited as a factor in group selection, arguing that preference is given to groups that have achieved a sufficient level of development to benefit from the capacity building services of the project and sell their products successfully in the regional or international markets.

From the point of view of gender analysis, the danger in this approach, in addition to the fact that the model may be ignoring crucial gender-related dynamics in the rural economy, is that it probably reinforces and expands the gender-based inequalities in rural Guatemala (i.e., the status of women relative to men.) To the extent that women are excluded from the mainstream economic development activities, or benefit from these activities only secondarily as household members, they are marginalized and the existing dichotomy particularly in the indigenous community is reinforced. Given the traditional cultural patterns in Mayan communities, in which men dominate in agricultural production groups, programs designed for farmers, members of producer groups, and entrepreneurs tend to act to pull these men into mainstream development while women are presented with what are likely to be more marginal and local activities like micro-enterprise.

***Improved sustainability of natural resources and biodiversity:*** As in the rural development agriculture programs, USAID involvement in improved sustainability of natural resources and biodiversity focus on both support to national policy and government institutions and to local level programs for income and employment generation through sustainable use and management of natural resources. Both the sustainable community tourism activities of Counterpart International and the community forestry enterprises of the Rainforest Alliance include gender as a clear cross-cutting concern and explicit target. At the same time, both organizations report that although gender considerations are cited in their cooperative agreements with USAID, and they report on sex-disaggregated indicators, the emphasis on increasing women’s involvement in income generating activities and in the decision-making processes of the producer associations is driven primarily by the policies and missions of their own institutions rather than by specific guidance or concern from USAID.

Community tourism and handicrafts are particularly important arenas for generation of opportunities for women, in both traditional and non-traditional roles. Counterpart’s work with a local NGO in each community project is an important avenue to building women’s involvement and broad-based community support. The work with local NGOs ensures knowledge of the local language and of specific local expectations and constraints in terms of gender relations. The NGO is able to operate within these parameters to engage women in the processes of change, so that they will not be marginalized with the expansion of tourism. As in the case of the agriculture producer groups, tourism service providers report that the three-to-five year term of the projects and the emphasis on targets such as sales and number of tourists guide them toward tailored

technical assistance for marketing, negotiation, and certification with established groups and away from capacity building for organizational skills with groups that are just getting started.

For the Rainforest Alliance only about 20 percent of the temporary and permanent jobs generated by community forestry concessions and certified businesses are held by women but the innovative work with non-timber products, *xate* and *ramón* nuts, are harvested and sold entirely by women. Over the past 15 years of USAID presence in the Peten, and the gender policy in USAID-funded activities there, change has occurred in the broad-based male dominance, in the sense that some women now serve as board members in the forestry community concessions as well as accountants and managers. Also, a portion of the benefits of sustainable forest management and the income from the sale of forest products has been invested in the community infrastructure including schools and health care facilities.

### **Recommendations:**

- USAID/Guatemala should articulate a clear statement of policy for gender integration in economic growth activities, including a requirement for sex disaggregated monitoring data and periodic reporting and analysis of the differences in participation and benefits for men and women. Including a statement in the terms of reference for the project concerning gender, and recording and reporting disaggregated data are insufficient to communicate that attention to gender relations and gender integration are an important policy for USAID. Periodic follow-up with the project is necessary to ensure that it understands this mandate and that it has the tools and expertise to implement it.
- In addition to defining a policy for attention to gender, USAID should consider providing resources and technical assistance to partner organizations to ensure that women as well as men benefit from the programs. These resources might include training for implementing partners and especially field personnel on the gender issues in the areas where they work, assistance in incorporating objectives for women's membership and participation in decision-making as part of the organizational strengthening activities with producer groups, assistance in identifying viable women's producer groups for inclusion in the project and perhaps a special fund to assist these groups to be competitive in mainstream project activities.
- USAID may consider guidelines and potentially targets for the economic growth projects to include diversification of membership (i.e., both men and women) and of leadership of cooperatives and producer groups as part of the organizational strengthening and technical assistance provided to these groups, and to consider including diversity as a criteria for group selection. USAID also may consider targets for inclusion of women's producer groups or proportion of men and women in the beneficiary population.
- USAID should consult with Dr. Mellor and consider supporting gender analysis and research to supplement the Mellor model for sustainable rural development and rural job creation.
- USAID should investigate the options with *INE* for collection and reporting of sex disaggregated data on agriculture and the economy as the basis for developing and tracking changes in economic activity and income. USAID may consider collaborating with *SEPREM* in this discussion.

**Note on PL-480 Title II Food Security:** The Food for Peace (FFP) program cuts across the Economic Growth and Investing in People objectives of the Mission strategy, and includes an explicit recognition of the importance of gender. (The program is discussed in more detail in the next section on Investing in People) The explicit focus on women in food distribution and

capacity building recognizes women's role in household food security and especially in the care and feeding of children, as well as the fact that women often are more subject to food deficits than men. The strategy also emphasizes the need to recognize women as economic actors in the agriculture and enterprise development aspects of the FFP programs, and to work to strengthen their role in production and in community leadership.

The USAID/Guatemala strategy envisions a process whereby FFP participants who receive technical assistance and support to develop agricultural skills and reduce their vulnerability may "graduate" from this program and move into the rural development MSME value chain activities. The constraints identified in these activities for working with emerging associations and especially with women may be a major impediment to this transition and will require additional tailored technical assistance to achieve the goal of successfully moving FFP beneficiaries into commercial production and marketing.

## **VI. PRIORITY GOAL III: INVESTING IN PEOPLE**

Guatemala lags behind nearly every other country in the region in indicators of health and education. The deficit is greatest in rural, indigenous areas. Women and children are disproportionately affected by rural poverty and the weakness in the delivery of social services. The differential impact reflects in part gender roles and relationships of power. Accordingly, gender analysis and attention to gender dynamics are essential to effective project design and results. Guatemala has taken important steps in the legal framework to guarantee and reinforce the principle of gender equality and of a woman's right to make independent decisions about her health and her use of contraceptives. At the same time, the reality is that women's dependence and men's sense of control stand as barriers to improved health and education.

The Mission strategy for this goal area builds on the accomplishments of the Regional Strategy for Central America and Mexico FY2003-2008, seeking to work in collaboration with public and private organizations to strengthen the government capacity to deliver high quality essential public services in education and health. The focus on education and health policy, service delivery in reproductive and maternal-child health particularly in rural and remote areas, basic education, and HIV/AIDS mirrors and expands the current program structure. In the new strategy period, USAID also may seek funds outside basic education to explore programming for workforce development and vocational education.

### **Education**

During the 1990s, USAID/Guatemala made a major investment in girls' education, with a focus on increased access to primary schooling. Today, with primary school net enrollment rates near parity (96% for boys; 92% for girls, in 2006), the focus has shifted to completion rates and access to secondary and tertiary education. Only about three-fourths of those enrolled in primary school complete the full cycle (80% boys and 73% girls), and the net enrollment rate for secondary school is less than 40 percent. While the differences in schooling between boys and girls are not great, the differences between rural and urban areas are large, particularly for girls.<sup>38</sup>

The current USAID program focuses on institutional reform and "efficiency, equity, and quality of the educational system" through a four-year project to develop international quality educational standards, testing, evaluation, and applied research to provide an objective base for

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<sup>38</sup> INE *Indicadores para Análisis de Género*, 2007.

policy and planning. According to the project implementers, there is no direct focus on girls' education or gender in the ministry or in the project, although gender concerns are built into all programs and systems, and sex disaggregated data are available and sought. Key sources of discrimination identified within the system are rural residence, ethnic minorities, and gender.<sup>39</sup> It is also worth noting that although concerns of girls' education have now been built into the texts and teacher training, and 70% of the teachers are women, men are more likely to hold leadership positions in the teachers' union and the management positions in the Ministry of Education hierarchy. That said, the face of the Ministry may be changing since the last two ministers as well as various vice-ministers and directors have been women.

Research has shown a clear link between girls' education and family well-being, including health, nutrition, children's education, and family planning. The education deficit among young rural women contributes to a continuing cycle of poverty, and a widening of the gap between urban and rural areas in basic social indicators. Although young male drop-outs are usually seen as a "threat" and therefore in need of services, the long-term risks and benefits may be greater for young women. Several NGO and civil society representatives identified the need to establish alternative education and training programs for these young women (more or less ages 15 to 25) to improve their personal life chances, to compensate for the schooling (and sometimes literacy) deficit and strengthen their positive contribution in their families and communities. Filling this gap takes on additional importance in light of the increase in the number of female heads of households and the expectations for growth in rural non-farm employment.<sup>40</sup>

## Recommendations:

- Institutional reform in the Ministry of Education requires continued explicit attention to gender roles as a factor in the classroom, in training materials, and in ensuring relevance for the content of schooling. Gender mainstreaming and equality also suggest that attention should be given to the roles, opportunities for advancement, and relative power of men and women within the institution itself from the schools up to the central offices.
- As the Mission explores the possibility of moving into the new sub-sector of workforce development and vocational education<sup>41</sup>, programs should be designed to reach the large and growing group of adolescent girls and young adult women who are outside the education system, through non-formal education and training as well as formal vocational training.

## Health

The high rate of maternal mortality in Guatemala, particularly in rural communities, is a reflection of gender inequality. Overall, the most pressing health issues stand as a sign of the underdevelopment and extreme inequality in Guatemalan society. Women and children are the primary clients in programs to correct the excessively high rates of infant and maternal mortality,

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<sup>39</sup> USAID/Guatemala also supports education through the *Alianzas* program in which public-private partnerships leverage funds for scholarships for basic education and for university training, as well as other smaller activities. Most of the scholarships for basic education (a large proportion of which have been associated with disaster recovery) have been for students in the *Altiplano*, with a few in Guatemala City and Villa Nueva. For both basic education and university a nearly equal number of scholarships have gone to males and females.

<sup>40</sup> As discussed in the section on gangs and youth at risk in urban marginal communities, the need for attention to education and training for adolescent girls and young women is not limited to rural areas, although the problem is more acute in rural indigenous communities.

<sup>41</sup> USAID currently supports some small workforce development activities with NGOs and private sector organizations under the *Alianzas* program, as well as with the Youth-at-Risk program.



and chronic malnutrition. Poverty, restricted access to services, and importantly, a lack of information and understanding contribute to these dismal statistics. Women die in childbirth because trained health personnel are not available to assist them in remote rural areas; because they cannot afford to make the trip to the clinic or have no transportation, or live in isolated rural areas; because no one is alert to the signs of trouble that should move them to seek help; because the husband or mother-in-law does not want the mother to leave and neglect her responsibility for care of her husband and children; or, because it is seen as useless to take a dying woman to the hospital – death in childbirth is “normal.” For many of the same reasons, a high proportion of children die soon after birth. The continuing high rate of fertility (4.2 births/woman in 2007), the highest in Central America, is a reflection of and contributes to the poverty and death in rural communities. USAID/Guatemala supports activities in policy, advocacy, training, service delivery, and monitoring and evaluation to generate long-term systemic change to improve these conditions, working in collaboration with the Ministry of Health, local NGOs, and the private sector. Attention to gender relations and steps to break down the barriers caused by inequality are key to achieving this change.<sup>42</sup>

In addition to these programs, the mission also works on both a bilateral and regional basis to counter the spread of HIV/AIDS in the region. Although the rate of HIV infection in Guatemala is the second highest in the region, according to the project coordinators, to this point, it is concentrated in vulnerable populations, especially sex workers and men who have sex with men. Both the bilateral and regional projects have focused principally on these populations for prevention and care. The stigma attached both to the disease and to the lifestyles of these vulnerable groups is a barrier identified by the bilateral project. Since the early days of the worldwide epidemic, gender relations have been recognized as an important factor in the spread and management of the disease. Not only are women more vulnerable physically to infection but the power imbalance between men and women, and the difference in norms about acceptable sexual behavior for men and women, place women at a disadvantage in negotiations with male partners about protection. The regional program in six countries in Central America is focused on distribution of condoms to the vulnerable populations through private sector high-risk outlets.

The definitions of gender roles also affect the stigma attached to contracting the disease and the willingness to seek treatment. The USAID/Guatemala Private Sector Program (PSP) is confronting some of the issues attached to this stigma in drawing private sector medical practitioners into the national and regional networks for reporting and protocols for care. Gender relations, including the impunity surrounding gender-based violence, also play a role in the spread of the disease into the broader population, with the resulting implications for mother to child transmission.<sup>43</sup>

While the target group for the health programs is women of reproductive age, an understanding of gender relations is essential to the design and effectiveness of these programs. The legal right for women to make decisions and control their own bodies is circumscribed by cultural and contextual factors that set strong barriers against these actions, for themselves and for their children. These barriers include constraints on women’s control of resources and ability to make independent decisions because of male dominance in the household, lack of mobility and of

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<sup>42</sup> It also is useful to note that the decision to focus USAID health activities on infant and maternal mortality leaves aside other significant sources of morbidity and health services delivery that may disproportionately affect men, such as cardiovascular illnesses, certain types of cancer, and others. Further, in general, the design of the programs does not directly incorporate the issue of men’s knowledge about their own health and their access to and use of health services, although improved quality and access to health services for women and children also result in improved service delivery for men.

<sup>43</sup> The focus on maternal child health in the Ministry and in donor programs translates into disproportionate attention to women and to mother-to-child transmission in government HIV/AIDS testing and treatment services relative to men.

access to information and services, due to poverty and family responsibilities, inadequate education, and inability to communicate in Spanish. Although the health projects focus on the problems of women and children, increased participation of men, as husbands, partners, and community leaders, is key to program results. In addition, taking a broader view, men need to be more involved as individuals to improve men's health as well.

In general, USAID partner organizations recognize the importance of gender analysis and integration of gender considerations for the success of their activities. The forthcoming Demographic and Health Survey, which will provide current information on the attitudes of men as well as of women on health and family planning issues, will serve as a resource for project planning and policy. Men's responses to the 2002 survey indicated their willingness to be involved in health and family planning issues, and the experience over the past six years of increasing involvement seems to confirm these findings.

Gender relations are important to the health programs focused on women of reproductive age. The assessment also identifies three general sets of issues related to men in the health care system. First, while women need more information and understanding of their legal rights in reproductive health and gender-based violence, men also need this information as well as understanding of how gender relations affect women's health as well as their own. Second, additional training for men about reproductive health, pregnancy and delivery, and about children's health risks is important since they are involved in and often responsible for identifying danger signals and taking action in emergencies. Third, men, especially young men, need more information about their own bodies and their health. Men are less likely than women to seek medical advice and care, often out of ignorance, increasing their vulnerability to illnesses like sexually transmitted infections and allowing chronic diseases to go untreated.

**Health Quality Project:** USAID does not work directly with the Ministry of Health but provides technical assistance and collaboration through the Health Quality Project (*Calidad en Salud*). When the project began in 2004, a gender work plan was prepared. It was not explicitly implemented or monitored by the project or by USAID.<sup>44</sup> At the same time, it is important to recognize that, in fact, gender has been treated as a key cross-cutting variable in the contract for the project, indicators are reported disaggregated by sex, and in its implementation the project reflects a sensitivity to gender considerations in terms of factors that affect women's response to program initiatives and men's role in improving access to services. For example, materials prepared to provide information about maternal and newborn health, family planning, nutrition, and HIV/AIDS, as well as training programs directed to a variety of audiences, incorporate a gender focus in the message and in the design of the separate materials for women, men, couples, and men who have sex with men. Training sessions for community leaders and health workers have included sessions on gender relations and on reproductive and human rights.

A gender perspective entails not only a recognition of the importance of working with men as partners and decision-makers but also strengthening the role of women and their capacity to participate in and make independent decisions. The program to train Mayan nurses – as local authorities, purveyors of information and assistance is an important step in this direction. This program not only opens opportunities for women to talk to women about their health issues and those of their children but also potentially positions the nurses as community leaders. Their role is

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<sup>44</sup> The CTO for the project cites two key factors that have limited the development of activities focused on gender in the Health Quality Project: the lack of a counterpart in the Ministry of Health after the gender working group dissolved in 2006 and the absence of a specific advisor on gender on the project team, even though everyone on the team was instructed to include a gender focus in his/her activities. The project also anticipates some additional training on gender, and potential coordination on gender issues with SEPREM and the DEMI.

often unique in the community. Most of the Ministry personnel, especially the doctors, are men, and many of the volunteer community workers, who provide training, house-to-house services, and act as a link to Ministry services, are selected by the community and also are men. Another gender-relevant activity that would go beyond recognizing and accommodating existing inequality would be to provide training for the local NGOs contracted by the Ministry to provide services in remote areas on gender relations as well as on the rights of women and options for seeking services. To increase the visibility and acceptance of women as technical experts, the project also could work to encourage women's leadership roles in these NGOs.

It is of paramount importance that men receive training in reproductive health and family planning, pregnancy, and infant and child care so that they can make informed decisions in aiding and protecting their families. The support of the project in working with men to develop family and community emergency plans is an innovative mechanism to increase men's involvement and improve life chances. Men and women need to work together in this planning. Conversely, women and project partners also emphasize the need to create other situations for women only to gather, discuss their concerns and experiences, and receive training on their rights, their bodies, their children, and where to go for assistance. Community workers need seek out situations where women meet together without men so that they may speak freely and ask questions.

***Health Policy Initiative (HPI):*** This project is dedicated entirely to advocacy and support for the generation of policy in the areas of HIV/AIDS (regional and bilateral) and reproductive health (bilateral), working with members of the National Congress, civil society groups, the press, special interest groups, and private sector employers. The purpose is to improve the "enabling environment for health." Gender analysis and mainstreaming are fundamental tenets of the implementing organization and are an integral part of all activities in the Guatemala and regional programs. The mainstreaming is reflected in the analysis of issues from the point of view of the interests and roles of men and women as well as the power relationship between them, in inclusion of gender issues in training materials, in the design of communication and advocacy materials, and in the drafting of policy and laws. All drafts of laws and policies are reviewed for gender content by the Quality Assurance Team at the contractor's headquarters.

USAID, through the work of the Health Policy Initiative team, has had a role in the passage of several important laws over the past five years in support of equality, women's rights, and empowerment. This support has been achieved through capacity building in advocacy skills for policy change with civil society groups, indigenous leaders, community based organizations and professional associations, and through facilitation of policy dialogue and formulation. The policies cited include the *Ley de Planificación Familiar*, *Impuesto en Bebidos Alcohólicas*, and *la Política de Desarrollo Social y Población*.

A recent innovative activity under this project is the establishment of the Reproductive Health Observatory (*OSAR*), which is intended to monitor the cases of maternal deaths, particularly in the northern departments with a majority Mayan population where the number of deaths is higher than the national average. The purpose will be to document the circumstances of the deaths, to identify short-comings in the delivery of services, and to hold the Ministry of Health accountable for agreed to policies and laws as well as international agreements. The *Observatorio* will create a database of information for program development and investment and will bring pressure on the government to meet its responsibilities through publication of findings both in Guatemala and internationally. The *Observatorio* is housed in the National Congress, but is supported by a prestigious coalition of civil society, professional, academic, and donor organizations. It should add a needed publicity and advocacy component to the battle against maternal mortality to keep it firmly in the public agenda.

**APROFAM:** *APROFAM* is the largest private sector provider of health services in the country and has been a partner of USAID/Guatemala for 40 years. Although originally *APROFAM* focused almost exclusively on family planning, the range of medical services provided has expanded significantly. The national network of hospitals, clinics, educators, and promoters provides direct health services but importantly also has an extensive health education program, and is a leader in definition of reproductive health and family planning policy. In 1985, *APROFAM* as an institution adopted a policy of gender mainstreaming and all programs are developed within this framework. The mainstreaming process and the elimination of sexism began with an extensive training program for all staff, as well as an analysis of all training materials and publications. *APROFAM* defined the “new masculinity” as a cross-cutting theme in all their programs, which involves re-educating men about the negatives of “*machismo*” for them. Masculinity has been a particular focus of the work with adolescents, where the potential impact is high. With women, gender mainstreaming involves women’s decision-making but also includes the question of masculinity, since women as mothers socialize the boys. Gender mainstreaming also has been a factor in *APROFAM* policy advocacy including the *Ley de Desarrollo Social* and the *Ley de Planificación Familiar*.

**Additional Issues in Health Sector Programs:** The discussion with *APROFAM* raised three additional issues that cut across health sector programs. First, in their clinics and in their networks, *APROFAM* increasingly emphasizes awareness of gender-based violence (GBV) and provision of medical services for women who are victims of violence. Their actions in this arena focus on GBV as a medical issue with health and economic implications as well as legal and political aspects. The epidemic of violence against women requires a broad-based approach. *APROFAM* works within a network of women’s organizations providing medical services in coordination with other organizations that focus on the legal and economic ramifications. Further, when asked about “next steps,” *APROFAM* and other organizations emphasize the importance of expanding and improving services for rural areas, improving access to health education and services for women but also to information about their rights, especially the right to reject violence as a part of their lot as women, and opening their access to legal services and justice.

Second, the investment in education and mentoring with adolescents and young adults emphasizes the centrality of this part of the population, female as well as male, for development programs in general and the need for a holistic approach in these programs. The lack of knowledge about reproductive health, especially for young men, increases their risk for HIV/AIDS and other sexually transmitted diseases, affects their personal and sexual relationships, and contributes to the high rates of maternal mortality among young women. There is an urgent need for more open discussion and advocacy of these issues, for sex education in schools, and for enticing men to participate in training for reproductive and family health.

A third topic, raised in the context of self-sustainability in the funding of *APROFAM*, is the widely discussed question of the investment and utilization of remittances for development. *APROFAM* is involved in discussions with *FENOCOAC* (*Federación Nacional de Cooperativas de Ahorro y Crédito*) to establish a mechanism whereby those sending money from abroad to family in Guatemala could “ earmark” the funds to cover medical expenses at an *APROFAM* hospital or clinic. The gender aspects of remittance flows and use in terms of who sends funds and who receives them have received little attention. Both men and women send funds from abroad although men tend to send more (albeit a smaller proportion of their earnings), and women rather than men are more often the recipients of the funds, although because of gender relationships in the receiving household, women may not control the way the funds are spent. A

part of the interest in the *APROFAM-FENOCOAC* partnership comes from the desire of those sending funds to ensure that the money they send goes to its intended purpose, to deal with particular medical problems, rather than being diverted to other purchases. Gender relations of power and decision-making are an important aspect of managing these institutional networks.

***Alianzas:*** The *Alianzas* program has forged partnerships between national NGOs and private enterprises to leverage private sector funds for activities that support the USAID objectives in both health, nutrition and education. USAID provides approximately one-third of the funds for approved activities, which are implemented by NGOs in collaboration with private enterprises as their partners. USAID, through its partner organization, provides technical assistance to the NGOs to build organizational capacity for preparation of proposals for the private sector, support for budgeting and administration, and for monitoring and evaluation. The project has no explicit gender focus except for the mandate that across all interventions, at least half of the beneficiaries should be girls and women, and the principal target group for the health programs is women of reproductive age and children under age five. The private enterprises participate in the alliances to meet concerns of corporate social responsibility, and because of marketing gains through branding, media attention, and consumer loyalty. Their concerns are what they will do, how much it will cost, and the justification for the cost. Social issues like gender relations generally are not central considerations in their participation in the program and may even be seen as a distraction. At this point it is not clear whether the alliances between the NGOs and the enterprises are sustainable without the support of the USAID project. The principal recommendation if the program continues is to include training on gender relations as a part of the NGO capacity building activities so that gender considerations are consistently incorporated into all project designs.

***Food Security:*** According to the USAID strategy, the distribution of Title II foods to families provides grounding in very poor communities for training and support in maternal/child health and nutrition as well as in economic activities. Beneficiaries of the program are pregnant and lactating women and children under the age of three. The decision to work with and through women increases the likelihood that the assistance will reach those most in need but it also precludes an approach that includes gender analysis by limiting the ability of the implementing NGOs to work with men in terms of training, and in community support for the program activities. The holistic, community-based approach anticipated by the Title II multi-year assistance program (MYAP) would be strengthened by analysis of the impact of underlying gender relations in supporting the inequality manifest in the needs of the mothers and children.

The Food Security program in Guatemala is intended to reach approximately 80,000 families during the course of the current MYAP agreement (2006-2011). The three implementing organizations, Catholic Relief Services, Save the Children Federation, and SHARE de Guatemala work in different departments and municipalities and have slightly different approaches to the USAID/Washington strategy for the program. The dissemination of health and nutrition information, the monitoring of pregnant women and infants, the distribution of supplemental nutrients, instructions in child care and access to vaccinations are considered vital avenues to essential services to reduce infant and maternal mortality in the poorest communities.

SHARE Guatemala emphasizes a holistic approach to development in the communities where it works, an approach that they report would be more complete if there were more flexibility in involving men. Although SHARE's clients are women SHARE collaborate in community activities with men as community leaders. SHARE also is working with men and women in setting up emergency plans for the community and the household, and helping men recognize danger signs related to women and children. As an organization, SHARE voices an awareness of

gender relations as a factor in their work but it is not an explicit focus in their programs; a session on gender is included in the agenda for each annual staff retreat. SHARE implements its programs through NGOs in the communities – there is no discussion of gender issues with these local implementers. The assistance to improve food production, especially through home gardens, and income generation through community banks are again restricted to women as participants, potentially limiting the impact and sustainability of the assistance.

Raising the awareness of gender-based dynamics in community interactions among the facilitators on the ground might help them in directing their interactions with the women beneficiaries and with the male community leaders toward more permanent and equitable community development and change. The three FFP implementing organizations could take the initiative for this awareness training with staff of the local NGOs as a part of the training in mechanisms and tools for working with the women and the communities.

### **Recommendations:**

- Although Mission partners in the health sector understand the importance of gender relations and have incorporated gender analysis in project implementation, more attention should be given to application of these insights at the community level. Suggested actions might include:
  - training for local NGOs and field workers as a part of technical preparation for work at the community level, to sensitize them to the negative manifestations of male dominance and female dependence that they will encounter in their work and to provide them with techniques to counter these negative factors;
  - including messages about women's rights, where to turn for assistance, and self-esteem in the interactions with women in rural communities;
  - assisting field workers in identifying appropriate points and techniques for involving men in improving maternal and child health;
  - providing field workers with guidelines and information for involving men, especially adolescents, in discussions about reproductive health; and,
  - establishing situations in which women only gather to freely discuss health issues among themselves and with a health professional.
- Review all health-related communication materials (pamphlets, posters, radio messages) in terms of the message they convey about gender relations – seeking where possible to counter the assumed dependence of women and encourage self-assertion and independence of women in health-related decision-making and action.
- Articulate an explicit policy about the integration of gender considerations in all USAID-supported activities, and if needed, provide training for implementers in gender integration, and facilitate an exchange among partners on techniques in implementation.
- Valuable survey data on gender relations related to maternal, child, and reproductive health, as well as gender-based violence is used in project design and implementation plans. Indicators should be developed to monitor the gender-based activities and results. Sex disaggregated data and recording of these activities serve to identify gaps in information or services as a result of gender roles.

## VII. CONCLUSION

Several themes cut across the analysis in the priority goal areas. First, although the analysis of gender relations is integrated into many Mission activities, partners are clear that the Mission does not have an explicit policy for gender integration and does not take account of gender differences in monitoring results. The gap in attention to gender roles and relations is most apparent in the strategy and activities under the Economic Growth Priority Goal. Two topics recommended for additional attention are women's role in small scale agriculture and the implications of the gender dimensions of the flow of remittances. Although remittances may diminish in the economic crisis, they are likely to continue to be a significant factor in rural household economies for some time. Increasing attention is being given to understanding and perhaps channeling this income into development.

Gender-based violence against women and maternal mortality are highly visible and tragic manifestations of the pervasive culture of gender inequality and male dominance. Remedial actions are essential to deal with these problems but more importantly cross-cutting analysis and action are needed to counter the underlying inequality in all sectors. The cross-cutting nature of the gender analysis is emphasized in the four themes identified as particularly important in the assessment - access to justice, youth and adolescence, local participation and economic empowerment, and the intersection of gender and ethno-cultural identity.

The recommendations are drawn from the USAID guidance on gender analysis. They deal broadly with (1) monitoring the impact of gender relations on project results and differences in results and benefits for men and women as a base to correct for unexpected and unacceptable outcomes, and (2) including activities in program design to promote gender equity through project activities. The recommendations also identify areas for additional analysis as a part of strategy implementation and the design of new activities.

## **GUIDANCE FOR A GENDER PLAN OF ACTION FOR USAID/GUATEMALA**

The Mission Gender Plan of Action lays the groundwork to make gender analysis and gender integration an on-going part of the way the Mission operates. USAID is committed to increasing equality in terms of gender as well as in economic and ethnic terms. Gender inequality is a major factor in Guatemala today. Applying the USAID criteria to identify “gender issues,” the Gender Assessment has shown that most of the Mission programs should take gender relations into account.

The Gender Plan of Action is intended to build on the recommendations from the Gender Assessment to set priorities, a timetable, and accountability, during the strategy period but also defining specific actions and expected results on an annual basis.

The USAID process for integration of gender considerations in USAID programs calls for attention to gender issues based on the analysis of two questions:

1. How will gender relations affect the achievement of the program results?
2. How will the program results affect the relative status of men and women?

When issues are identified according these criteria, the response should be incorporated into program and project design, the procurement documents to select partners for implementation, indicators to monitor results and effectiveness, and program evaluation. The response may be a re-design of the program, the inclusion of activities to counter gender-specific barriers, or actions to increase gender equity. The Gender Plan of Action is intended to generate these responses.

Attention to gender issues needs to be a constant and continuous part of Mission programs. The assessment has shown that calling for attention to gender in the project agreement and recording sex disaggregated data are usually not sufficient to alert project managers to the on-going effects of gender relations through the course of the project in terms of how things are done and what is achieved. Likewise, unless specific attention is given to the disaggregated indicators of project results, any differences in the effects of the project for men and women will not be noticed. Gender inequality is significant in Guatemala with very visible ramifications. At a minimum, USAID programs should not reinforce or contribute to this inequality. Addressing gender differences should improve the quality and effectiveness of development programs, increase sustainability, and contribute to the long-term goal of increased equality of opportunity and quality of living.

### **Mission-level Recommendations and Actions**

- Develop a clear statement of the Mission commitment to gender equality, and of the importance given to gender analysis and attention to gender issues in programming. This statement is sometimes issued as a Mission order from senior management.
- Define the key gender issues in the strategic area of each Assistance Objective (AO) and incorporate these issues into project/activity design and procurement documents.



- Communicate this commitment to partners and define the expectations for attention to gender issues in project implementation and performance reporting.
- Develop indicators and targets for tracking gender issues in the Performance Management Plan or in the project log frames, and include gender integration as a part of AO portfolio reviews.

### **Tools for Meeting Mission-level Recommendations**

- Establish responsibility within the Mission for ensuring implementation of the actions for gender integration in Mission programs. The responsibility should be accompanied by concrete time and budget allocations.
- The responsibility may be held by an individual Gender Advisor or Gender Focal Point, or a gender advisory group, with Mission-wide representation. Alternatively, the responsibility may be divested to each team and Assistance Officer's Technical Representative (AOTR) and Contracting Officer's Technical Officer (COTR), with support and training from the Program Office and the Gender Advisor on the rationale for and importance of taking account of gender roles and relationships in development programming, the requirements for gender integration in USAID, and "how to" information for meeting these requirements.
- Provide training to Mission team and partner organizations on the logic and methods for gender integration in project design, procurement solicitation, and indicators. Recognizing that some partner organizations have internalized a gender approach to their programs, the training might be developed as an interactive forum so that the partners can share the knowledge and experience in implementation among themselves.
- Establish an interchange among partners in each goal area to identify gender issues, discuss responses to them, identify resources (NGOs, data, studies, etc.).
- Identify local gender experts to provide technical assistance and training with partners who need or request additional guidance on dealing with gender issues in their work.
- Require that each partner prepare a gender work plan, indicators, and targets for gender integration in their activities. Require documentation on the implementation of this plan as a specific part periodic reporting requirements. Provide technical assistance to prepare the plan, if requested and needed.

## **Program-level Gender Issues and Recommendations From the Gender Assessment**

Recognizing two key elements that frame the Mission strategy, the focus on democracy (access and participation, access to justice, transparency) and on the rural population, several broad recommendations apply to the strategy as a whole, and are suggested for incorporation by each AO team:

- Provide training and tools to the local NGOs, facilitators, and technical personnel who are working with the communities for application of gender considerations at the field level.
- Incorporate gender analysis into the strategy for rural economic growth and its application in work with farmer producer groups and other rural enterprises.
- Recognize and respond to the intersection of gender considerations and ethnic culture and discrimination to support effective participation and human rights of indigenous women.
- Focus on gender issues for adolescents and youth.
- Pursue collaboration with other donors and key government institutions on issues of gender and development.

## **Gender Issues and Recommendations for the Assistance Objective Areas**

To develop the Plan of Action within each AO of the draft strategy:

- Consider the recommendations for the area from the Gender Assessment:
  1. Carry out additional project-specific gender analysis as needed, and
  2. Define the methodology and steps for the recommended action, including the cost, timetable/work plan, and definition of expected results;
- Set priorities among the recommendations from the Gender Assessment; and
- Define requirements for training, technical assistance, expectations, indicators, and contribution to the work plan for the AO in collaboration with the partners for that area.

## **ANNEX A: SCOPE OF WORK FOR USAID/GUATEMALA**

### **GENDER ASSESSMENT**

#### **I. Introduction**

To provide a framework and baseline for effective integration of gender concerns in its programs and respond to USAID gender requirements, USAID/Guatemala will conduct a Mission Gender Assessment. USAID/Guatemala prepared a draft Strategic Plan covering three Foreign Assistance Objectives for a five-year period (FY 2009-2013).

1. Governing Justly and Democratically
2. Investing in People
3. Economic Growth

The Gender Assessment of Mission programs will help guide the design and formulation of future projects and ensure gender integration in the implementation. The assessment is intended to facilitate the statement of appropriate gender equity goals for the Mission, identify any needs for gender training, clarify additional topics for further gender analysis and serve as a basis to draft a gender action plan for the Mission.

This Scope of Work describes four interrelated tasks:

- 1) Reviewing of key gender issues and gender-based constraints in Guatemala;
- 2) Assessing attention to gender in current Mission programs;
- 3) Assessing the institutional context supporting gender mainstreaming, both in the Mission and in the country; and
- 4) Providing recommendations for a draft gender action plan that outlines how USAID/Guatemala can better support gender mainstreaming in its programs and achieve development outcomes that improve the situation of women relative to men in Guatemala.

#### **II. Purpose**

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the USAID/Guatemala program and to make recommendations on how USAID/Guatemala can achieve greater gender integration in its programs. This scope of work does not call for a full and detailed program design. It is expected that additional gender analyses may be needed for key sectors as the activities progress.

#### **III. Background**

Both Guatemalan men and women face numerous challenges to personal advancement and full economic, social and political participation for themselves and their families. As of the year

2006<sup>45</sup>, poverty rate is 51% and extreme poverty is 15.2%. Of the poor, 51.5% are women. Twenty-two percent of Guatemalan households are headed by women and 30 percent of those households are poor. One of the greatest barriers to progress for all Guatemalans is their education level. Indicators clearly show that individuals with less schooling have lower incomes and more health issues. People in rural areas have less formal schooling. Adult illiteracy in Guatemala is 30.9% (24.6% for males and 36.7% for females). More significantly, illiteracy is much higher within indigenous women (58.3%), as compared to ladino women (23.3%). Rural and indigenous populations register the worst levels in education indicators, underscoring the need to prioritize services to these groups. Guatemala has some of the worst education statistics in the region with the lowest primary school completion rate in Central America. For every 10 children who enter the school system, only four graduate from primary school and one from lower secondary. Improving quality and internal efficiency are key challenges, which are especially difficult given the persistent lack of financial resources for education. Net primary school enrollment rose from 72% in 1991 to 96% in 2007, largely due to increased access in rural areas. At least 60% of those who benefit from increased access to basic education, reduced repetition rates, increased acquisition of skills and knowledge and increases in primary school completion rates are rural. USAID's long term goal is to promote more equitable access to quality education, with special focus on reducing gender disparities and historic inequalities between indigenous and non-indigenous rural populations.

Although maternal child health has improved steadily, Guatemala's health indicators are more characteristic of rebuilding countries. The infant mortality rate of 39/100,000 live births is the highest in Central America and more than half of infant deaths are neonatal. The maternal mortality ratio is 153/100,000 live births, and the percentage of births attended by a skilled provider at 41% is the second lowest in the region after Haiti. Unmet demand for family planning for **women in union** is 28% and the modern contraceptive prevalence rate of 34% is the second lowest in LAC.

In Guatemala like in other Latin American countries, violence against women is a big problem and should be seen as an issue to be considered by the crime prevention and reduction initiatives. The amount of homicides against women has increased steadily during the last six years and the number has doubled from 303 in 2001 to 603 in 2006.

#### IV. Tasks

The primary tasks of the contractor/consultant are to:

- A. Carry out an assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs. This effort will:
  - Review the Mission's present and proposed strategic frameworks, results framework, and the program portfolio for their attention to gender and to identify key gender-based constraints, and assess potential gender and other issues in a future strategic framework.
  - Produce an assessment of possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs.
  - Provide statements of the key gender based-constraints relevant to each Strategic Objective/Program Area.
  - Identifying resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) and for developing gender-appropriate

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<sup>45</sup> National Life Conditions Survey (National Statistics Institute-INE), 2006.

indicators. The assessment team might offer suggestions for how to analyze the potential impacts of Guatemala proposed strategic approaches on the relative status of men and women in the country/region.

- Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.

- B. Based on this assessment, draft recommendations for developing a gender action plan, which lays out the steps for mainstreaming gender in Mission policies and activities. These suggestions should be practical and address the perspective of both technical and support offices.

The draft action plan is a deliverable from the Consultants. This draft gender action plan will be developed by the Mission with assistance from the consultants based upon the consultants' gender assessment and recommendations. As finally formulated by the Mission, the detailed USAID/Guatemala gender action plan shall address fully the requirements of Agency directives.

### **Assessment Methodology**

1. Comprehensive review and analysis of pertinent literature and documents. Relevant materials might include, but not be limited to:

- USAID/Guatemala draft Strategic Plan, Operational Plan, Performance Report, Gender Analysis for CAM Strategy and/or sectoral gender reports, results frameworks, etc.
- Technical analyses for strategy development;
- Implementing instruments (Cooperative Agreements, contracts, grants)
- Studies and assessments concerning gender conducted by donors, NGOs, national governments, regional organizations, and the academic community
- National statistics on women from the national statistics institute and the UNDP Human Development Index Reports
- Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., trade, global competitiveness, regional market integration, food security, democracy and governance, anti-corruption, conflict mitigation, health, education, and HIV/AIDS impact mitigation).

2. Meetings and discussions with USAID/Guatemala staff involved in developing the Mission program. These shall include where possible:

- Entry briefings with the Gender Analysis Coordinator, the Program and Planning Office and the Front Office;
- Preliminary briefing session for USAID/Guatemala staff on the ADS requirements for addressing gender in USAID programming;
- Meetings with SO teams and implementing partners on specific sectors and areas of interest, to identify possible links to gender issues in each SO and determine whether these issues are adequately considered in the future strategy; to identify possible entry points for the incorporation of gender considerations into ongoing and future activities taking into consideration the cultural context of Guatemala, and to recommend how gender considerations can be adequately treated in the Mission draft Strategic Plan;

- Presentation of the draft gender analysis to obtain feedback from USAID/Guatemala staff; and
  - Exit briefings with the Gender Analysis Coordinator, the Program and Planning Office and the Front Office
3. Interview selected key stakeholders and implementing partners involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in USAID activities. Visit program activities that are close to Guatemala city due to time constraints.
  4. Hold a gender issues workshop involving key stakeholders/partners from the specific sectors and areas of interest to the USAID/Guatemala. USAID/Guatemala will coordinate logistics for this workshop in house.

### **Estimated Level of Effort**

To perform the work we need a team leader for 25 working days approximately and a local consultant for 20 working days.

**Performance Period:** Approximately one month to start o/a October 1<sup>st</sup> 2008:

3 days of preparation  
 1 day travel  
 14/15 days in country  
 5 days writing

### **Team Qualifications**

- The personnel should have a degree on social science and previous experience working on gender-related issues.

### **Deliverables**

There are two written deliverables expected from this SOW: the Gender Assessment and the draft gender action plan. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington.

- A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies).
- A draft Gender Assessment and an action plan will be submitted according to a schedule negotiated with the mission. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.
- The Final Gender Assessment and action plan will be submitted to the Mission within five (5) working days after receiving comments on the revised draft.

## **ANNEX B: LIST OF PERSONS CONSULTED**

### **USAID/Guatemala**

Wayne Nilsestuen, Director

Rose Rakas, Deputy Director

### **USAID/Guatemala/Democracy and Governance**

Carla Aguilar

Alfredo Calderon

Oscar Chavarria

Todd Sloan

### **USAID/Guatemala/Economic Growth**

Rick Garland

Glenda de Paiz

Ana Vilma Pocasangre

Leticia Teleguario

### **USAID/Guatemala/Investing in People**

Sergio Penagos

Isabel Stout

Julio Asturias, Food for Peace

### **USAID/Guatemala/Program Office**

Liliana Gil

Margaret de Penedo

Ernie Rojas

Lucia Salazar

### **Abt Associates**

Yma Alfaro (PSP)

Mario Aragon (PCC)

Eugenia Monterroso (HIV/AIDS)

### **AGEXPORT**

Ivan Buitron

### **ANACAFE**

Arnoldo Melgar

Beatriz Moreno

### **APROFAM**

Edilzar A. Castro

Dalila de la Cruz Alvarez

### **Casals & Associates/Transparency and Anti-Corruption**

Lucrecia Asmus

Enrique Marin

**Checchi and Company Consulting/Rule of Law**

Berenice Smith

Casey Wheeler

**Counterpart International/Community Tourism**

Mario del Cid

**Creative Associates International/ Youth at Risk**

Harold Sibaja

**Defensoría de la Mujer Indígena (DEMI)**

Azucena Socoy

**DevTech Systems/ Decentralization and Local Governance**

Jorge Escoto

**Focus Group hosted in Ministerio Publico**

Angelica Alarcon, Alianza para la Acción

Dora Beckley, colaboradora con el Gender Assessment Team

Mirna Carrera, Fiscal de la Fiscalía de Delitos Contra la Vida

Mario Castañeda, Secretario de Coordinación, técnico administrativo

Blance Cojulun, Fiscal de la Fiscalía de Delitos Contra la Vida

Silvia Escobar, Coordinadora Fiscalía de la Mujer

Claudia Gonzalez, Sub-secretaria de Política Fiscal

Jorge Mario Najera, Fundación Sobrevivientes

Gladis Ollas, Defensoría de la Mujer, Defensoría del los Derechos Humanos

Alfonso Sierra, Asesor del Fiscal General

Dora Taracena, Convergencia Cívico Política de Mujeres

**Fundación AGIL**

Cesar Gomez

Jorge Mendez

**Fundación Sobrevivientes**

Norma Cruz

**Futures Group International/Health Policy Initiatives**

Sonia Aguilar

**Juarez & Associates/Education Standards and Research Program**

Fernando Rubio

**Mercy Corps/GDA with WalMart, Fundación AGIL**

Jose Valladares

Grupo Samajela (farmers' group with six members) in Zaragoza, Chimaltenango

**RTI/Alianzas – Guatemala**

Teresa Ligorria

**Secretaria Presidencial de la Mujer**

Angelina Aspuac



Alejandra Menegazzo Amado  
Vilma Fernandez Hernandez  
Silvia Salazar

**UNFPA**  
Alejandro Silva

**URC (University Research Co.)/Calidad en Salud**  
Rodrigo Bustamante

**Rainforest Alliance/Community Forestry**  
Francisco Castillo  
José Román Carrera

**SHARE Guatemala**  
A Gómez (telephone interview)

**UNIFEM**  
Ana Grace Cabrera

**Other Individuals**

Delfina Mux, SEGEPLAN

Maria Gabriela Núñez, formerly Secretaria Presidencial de la Mujer

Mirna Ponce, Observatorio de Salud Reproductiva

Ortensia Simón, MOLOJ

## **ANNEX C: DOCUMENTS CONSULTED**

### **AGEXPORT (Asociación Guatemalteca de Exportadores)**

- 2007 Programa de Desarrollo Rural. Duplicando la Exportaciones y Empleos en 4 Anos. Guatemala (junio).

### **Barrios, Jose Miguel and John Mellor**

- 2006 Distribución Sectorial del Crecimiento del Empleo en el Altiplano Guatemalteco. Guatemala: Instituto de Agricultura, Recursos Naturales y Ambiente, Universidad Rafael Landivar.
- 2008 Establecimiento de Prioridades de Inversión en Infraestructura Vial para la Promoción del Crecimiento Agrícola en el Altiplano de Guatemala. Guatemala: Instituto de Agricultura, Recursos Naturales y Ambiente, Universidad Rafael Landivar.

### **Central Intelligence Agency, United States Government**

- 2008 The World Factbook. Washington. Available online at <https://www.cia.gov/library/publications/the-world-factbook/geos/gt.html>

### **Fundación Sobrevivientes**

Alianza para la Accion: Previniendo los Asesinatos contra Mujeres en Guatemala. Guatemala (undated).

Alzando Tu Voz Se Rompe el Silencio. Guatemala (undated).

Ley para Prevenir, Sancionar y Erradicar la Violencia Intrafamiliar. Decreto No. 97-96. Guatemala (undated).

### **Gobierno de la República de Guatemala**

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